The Report of the
Task Force on Barriers to Women in the Public Service

BENEATH THE VENEER

VOLUME 1

REPORT AND RECOMMENDATIONS

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23 April, 1990

Hon. Robert R. de Cotret, P.C., M.P.
President
Treasury Board of Canada
Ottawa, Ontario

Dear Sir:

The members of the Task Force on Barriers to Women in the Public Service present herewith the report of the study we were asked in September, 1988, to undertake.

We would like to express our appreciation of the support and assistance we have received from the staff of the Treasury Board and the Public Service Commission, who supplied much of the information on which we have based our recommendations. We also want to thank the deputy heads of government departments and agencies who encouraged their employees to respond to our questions and express their views, and the members of the Advisory Committee of Deputy Ministers who helped us in many ways. Our findings, conclusions and recommendations are, of course, solely our own responsibility.

In particular, we would like to acknowledge the work of our small but excellent staff: Barry Daniels, who directed our research; Cathy Downes, who ensured coordination, consultation and communication; Nina Butcher and her successor, Barbara Bongiorno, who kept the administration tight and smooth, and Micheline Mousseau, who managed our sensitive and voluminous records.

As you suggested, we have asked your predecessor, the Honourable Pat Carney, to write a foreword describing the genesis of this report. We are grateful to her for initiating this project and to you for your continued support and encouragement. We hope you will find our insights useful and our recommendations helpful.

Jean W Edmonds
Jocelyne Côté-O'Hara
Edna M. MacKenzie

Jean Edmonds
Jocelyne Côté-O'Hara
Edna MacKenzie

TERMS OF REFERENCE

BACKGROUND

1. The Government of Canada is committed to the principle of equal employment of women in the public service and has implemented special programs and measures to facilitate the employment of women.

2. Significant progress has been made to date in the overall participation of women in the federal public service across occupational groups. For example, more women now hold management positions than previously.

3. Because of this progress, women are now moving into jobs where there are few female role models to guide them. As well, data indicate that women remain under-represented in specific occupational groups when compared to labour force availability. Finally, women still tend to be concentrated in the lower hierarchical levels of occupational groups, even in female-dominated groups.

4. Available data therefore suggest that barriers to the employment and promotion of women continue to exist. Also, since many employment opportunities are in traditionally female-dominated areas, there may be attitudinal barriers on the part of women that prevent them from aspiring to senior positions.

OBJECTIVES

1. Identify and rank, in order of importance, the principal barriers to the employment of women in occupational groups where the labour force availability significantly exceeds the proportion of women employed in those occupational groups.

2. Identify and rank, in order of importance, the principal barriers to the promotion of women within occupational groups where the distribution of women across hierarchical levels is significantly skewed towards the lower levels.

3. Identify attitudinal and other barriers that women face as they move into positions where the working environment is male-dominated and where there are no role models to guide women in these positions.

4. In the context of the Government's objectives of fiscal responsibility and control of the growth of the public service, develop recommendations to overcome the barriers identified in 1, 2 and 3 above. Such recommendations will be ranked in order of importance and formulated within the existing provisions of the *Public Service Employment Act*.

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The members of the Task Force on Barriers to Women in the Public Service would particularly like to thank the thousands of women and men who took the time to share their views and experiences. Without their interest and generosity, this report would not have been possible.

APRIL 23, 1990

FOREWORD

By the Honourable Pat Carney, P.C.

The impetus for the Task Force on Barriers to Women in the Public Service came from my own experience as a cabinet minister in Prime Minister Brian Mulroney's government. I served in three different portfolios — Energy, Mines and Resources, International Trade, and Treasury Board. In all three I noticed very few women at the senior levels of the bureaucracy. When officials gathered in my ministerial office, they were normally all men. The few women who did attend were often in an "acting" capacity.

When I asked where the women were, I was told: "We had one, but she left." Or I was told: "We have one, but she's not ready yet." Or worse: "She's too young." The picture was not totally bleak; in Trade, I had the rare opportunity of heading up at times an all-woman team: Ambassador Sylvia Ostry, Assistant Deputy Minister Jean McClosky, my Chief of Staff Effie Triantafilopoulos and myself. And I found some wonderful women holding down important jobs.

But when I looked at the staffing list, I found very few women in the kinds of jobs that lead to the top levels. So when I became President of the Treasury Board (which is responsible for the management of the public service) I had an opportunity to find out some answers to some key questions: Where were the women? Was there a glass ceiling that they could see through, but not get through? I had already learned in my career that women are often their own barrier to advancement, by not perceiving themselves capable of doing the top jobs.

And those women who made it to the top — women who were pioneers and pathfinders — what had they learned? What barriers had they encountered and how had they coped with them? Could that knowledge be passed on to other women coming up through the ranks?

At first, the bureaucracy was cool to this particular ministerial initiative. In a period of downsizing, reduced promotion opportunities and possible male backlash to employment equity initiatives by the Government, few people wanted to tackle the issue of women in the public service. One who did was Huguette Labelle, head of the Public Service Commission. She asked her computers to tell her where the women were. Together we studied the results; women have established themselves in financial fields, so why were only 10% of the auditors women? And why did women comprise 80% of clerks?

Another public servant who supported the idea was Gérard Veilleux, the Secretary to the Treasury Board who found the money required to fund the Task Force. And it was several supportive women deputy ministers who suggested Jean Edmonds to head the Task Force. Jean is a bureaucrat's bureaucrat who became one of the first women senior executives in 1968 and retired from the federal public service with deputy minister rank in 1985. They also suggested Edna

MacKenzie, who rose to Vice-president of the National Capital Commission from an administrative support job. Jocelyne Côté-O'Hara, a senior executive of B.C. Telephone Co., who has wide experience in both government and the private sector, completed the team. They assembled a small but efficient staff and undertook the most exhaustive study ever made of this subject. This report is the result of their dedication. And I am grateful to my successor, President of the Treasury Board Robert de Cotret, for his strong support of the Task Force efforts.

One immediate result of the Task Force's work has been the amount of discussion generated in the public service about the experiences of men and women in the workplace. Some of these experiences provoke angry reactions; other, more positive responses show how women and the men they work with have been able to move toward equity of opportunity for all.

I am often asked whether I ever encountered a glass ceiling in my own career.

Of course I did.

When and where did I hit it?

It is there in the report, along with the experiences of thousands of men and women surveyed or interviewed for this project.

We hope that these experiences will help others to enjoy successful, productive careers in one of Canada's most important national assets, the Public Service of Canada.

Read on.

CHAPTER 1

What We Did and How We Did It

Our task was clear at the outset:

- to identify and rank the barriers to the advancement of women in the federal public service;
- to pay particular attention to occupational groups where women were compressed into the lowest levels of pay and status;
- to examine the experiences of pioneers and pathfinders — women who were in non-traditional occupations or in predominately male organizational units;
- to report to the President of the Treasury Board on our findings, and on their significance to the effective management of the federal public service in the 1990s and beyond.

In short, we were to look beneath the surface — past the familiar figures on representation and promotion of women in the public service as a whole, to the specifics of occupations and levels — and past the numbers to the women themselves.

It was clear, also, that we were expected to produce a serious study, well-grounded in research.

We soon learned that no comprehensive study of women in the federal public service had been done for 20 years. More recent studies had dealt only with the Senior Executive Category or were based only on operational data published by the Public Service Commission and the Treasury Board. These studies left unanswered the questions posed to the Task Force.

We needed to plan a research program that would lead in the end to a credible, readable, practical report to the President of the Treasury Board.

To do that, we had to define our boundaries very clearly. We agreed that we were to deal with:

- discrimination, but not all discrimination and not only discrimination;
- women's concerns, but not all women's concerns and not only women's concerns;
- management issues, but not all management issues and not only management issues.

Much has been written on these topics in recent years and we wanted to take advantage of the knowledge and views of others: so we commissioned an annotated bibliography in both official languages, looking back five years and continuously updated as we worked. This is included as Volume 4.

For our own research, we decided on a multi-track plan that would be mutually reinforcing. We were not sure what approach would produce the information and insights we needed. If we put all our faith in a survey, we might be thwarted by a low response rate. If we relied only on an interview process, we would have no means of knowing how our findings related to the public service as a whole. If we relied only on analysis of operational data, we did not expect to get very far on the answers to the specific questions we were posing.

As it turned out, all of our lines of research produced results beyond our expectations, and they did prove mutually reinforcing. We commissioned Statistics Canada to conduct a major survey on barriers to advancement in the federal public service, which was carefully designed with the aid of focus groups and was sent to a 10% structured sample of the public service — 10,000 men and 10,000 women. It was a lengthy questionnaire (47 questions) and we were worried about the possibility of low response, so we asked Deputy Ministers to write to members of their departments explaining the nature and purpose of the survey, authorizing them to respond during the working day, and noting that if they were not included in the sample and wanted to contribute to the work of the Task Force, they could send in individual and group briefs.

We need not have worried: 12,044 public servants returned the questionnaire (6,082 women, 5,962 men — a response rate of 60%). Of these, 7,000 responded to the final question (47), which provided space for additional comments; and in addition, 127 individuals and groups not sampled sent in briefs. In Chapter 5 you will find a report on what we learned from the survey. A copy of the questionnaire and a table showing the responses to the questions are included in Volume 2.

While the survey was in progress, we turned to the mass of detailed information available from the Public Service Commission and the Treasury Board about women in the federal public service. The aggregate numbers were easy enough to handle, but our terms of reference required us to deal with specific occupational groups and specific organizational situations. We needed to get below the surface and needed to understand the dynamics of the system, not just its structures. This became a major preoccupation of our Director of Research, Barry Daniels.

Help in this task came from two sources: from the central agencies that are responsible for the data, (the Public Service Commission and the Treasury Board) and Employment and Immigration Canada. The Public Service Commission provided all the data we asked for, and the advice and assistance of its analysis unit. Treasury Board provided the data available from its records and helped with its interpretation and analysis. Employment and Immigration Canada made available to us help from Dr. Phil Fay, whose long experience in labour force analysis produced techniques for cutting through the details to what we needed to know. The results of this work are set forth in Chapters 3 and 4 and in Volume 2.

At the same time, we began the process of interviewing women about their experiences in the public service. We asked them about the barriers they had encountered, the coping methods they had used, and the changes in management practices they would recommend. Some of the interviews were carried out by Task Force members and staff, others through contracts with consulting firms. Some of the women interviewed were "pioneers and pathfinders" — women who were the first to move into an occupation or organization level; some were women who agreed to be the subject of full-blown case studies, where superiors and associates are interviewed as well;

some were "leavers" — women who had left the public service in mid-career; some were retired. We interviewed women of all organizational levels and in all parts of the country.

In all, there were 223 interviews. Most of the women spoke of hurdles that had slowed them down rather than barriers that blocked their way — but almost all were conscious of ceilings pressing down on their aspirations, and many, when faced with an insurmountable barrier, quit. Many had well-thought-out recommendations for change in management style and attitudes, public service systems, and departmental cultures. They were generous with their time and permission to use the material they provided. Much of what we learned from the interviews is found in Chapters 6, 7, 8 and 9; more is found in Volume 3.

Men also contributed to our understanding of the issues. They gave us 43 interviews, 11 briefs, and 5,962 responses. Many of the barriers described in Chapter 6 also affect men, and so do our recommendations.

From the time our appointment was announced, we were conscious of interest and concern inside the public service, and among women's groups, academics, provincial governments, unions and other bodies outside the federal service. We knew we would need the help and advice of all these people as we pursued our task. Therefore, we decided to run a very transparent Task Force and carry out a continuous program of consultation and coordination directed by Cathy Downes.

Inside the federal public service we met with employee groups, management committees, workshops, advisory boards, unions — in fact anybody with an interest in our work who was willing to provide a time and place — often over a brown bag lunch.

Our only formal advice mechanism was our Advisory Committee of Deputy Ministers, five men and five women, who met with us whenever we had something of substance to discuss. They frequently suggested ways to close gaps in our research, and often provided the data or the expert assistance we needed to get the work done. We sought and received valuable advice on our external consultation program from Status of Women

Canada and we were grateful for two solid briefs from the Public Service Alliance of Canada and the Professional Institute of the Public Service.

Outside the federal public service, we met with interest groups and agencies in every province and territory of Canada, and with provincial government bodies and university faculties.

Three times during the course of our work we held short seminars to which we invited members of the Advisory Committee of Deputy Ministers and a few expert advisers. Each seminar was held at a turning point in our progress: the first when we approved the research program and the questionnaire; the second, when the research results were beginning to come in and we began to think about how to structure the report; the third, when most of the major research results were available and we began to formulate our conclusions and recommendations. At the second of these, Dr. Stephen Peitchinis of the University of Calgary reviewed with us his analysis of the experience of women in the Canadian labour force as a whole.[1] A paper he presented at the seminar is included as Annex 2 to this volume.

To avoid re-inventing the wheel, we also undertook a review of the findings and recommendations of other bodies that had studied similar or closely related issues and what had become of their recommendations. As a result, we concluded that our report, to be effective, should be brief and specific and our recommendations few and pragmatic. These you will find in Chapter 10.

At the outset we discovered that even though among the three Task Force members we had 60 years of varied experience in the federal public service, we knew less than we thought we did about how it is organized and how its human resource systems work. For that reason, we include as Annex 1 to this volume an account of the public service and its human resource systems as necessary background for the rest of the report. In Chapter 2 we review the context within which the study was done: the socio-economic atmosphere in which we all live and work.

---

[1] *S.G. Peitchinis,* Women at Work: Discrimination and Response, *Toronto; McClelland and Stewart Inc., 1989.*

Finally, though we have tried to include, at least in brief form, almost everything we learned that bore directly on our terms of reference, our research has gathered a wealth of material that may be useful to other analysts. The questionnaire survey was carried out by Statistics Canada under the *Statistics Act* and its results are available from Statistics Canada under the rules set forth in that Act. The interview material is subject to the *Privacy Act* as well as the *Access to Information Act*, and we have arranged with the National Archives of Canada to deposit our records in a way that satisfies the requirements of both acts.

We expect and hope that this material will continue to be mined by qualified researchers who will bring their own perspective to bear on the issues we have examined in this report.

CHAPTER 2

The Scene Around Us

In this chapter we will look back at 20 years of changes in the role of women in Canada; at three major reports of the past 20 years and some of the steps the federal government has taken to respond to their recommendations; and at the prospects for continuing change in the Canadian work force and the role of women in it.

The federal public service is entering a decade during which Canadians are expecting it to produce more with fewer resources. At the same time, public service managers are likely to face an emerging work force that looks different and is different. For one thing, they will find a lot more women in it: by the end of the decade, women will account for more than half the labour force.

Women in the labour force are more likely than their mothers to be better educated, to have children at home, to be single parents or part of a two-job family. As both men and women seek a "balanced" lifestyle their attitudes to work are changing and so are their skills.

The public service manager of the 1990s will need to deal with this emerging labour force in the face of predicted shortages of skilled workers in key areas and a labour force that is growing much more slowly than in the past 20 years. In this context, the identification and elimination of barriers to women in the work force becomes a critical management issue, crucial to the manager's own advancement.

WOMEN IN THE CANADIAN ECONOMY

In the past 15 years there have been some very significant changes in women's participation in the labour force. Almost 58% of all Canadian women work outside their homes, compared with 44% in 1975. In the case of married women, the percentage working outside their homes increased from 42% in 1971 to 60% in 1989. Even more significant has been the increase in labour force participation among women of childbearing age. Between 1975 and 1989, the proportion of women aged 25-34 who are in the paid work force rose from 53% to 76%. For women aged 35-44, and for women aged 20-24, the proportion increased to 77%.

As a result of these trends, women are now 44% of all Canadian workers. In 1975, they represented only 37% of the work force.

Throughout the 1970s and 1980s, women have been having fewer children. The total fertility rate (the average number of children per woman) has dropped from a high of 3.92 in 1957 to a low of 1.66 in 1987. In some parts of the country, the rate is much lower.

In 1975, only 35% of mothers with pre-school children (children under age 6) were in the work force. By 1989, 62% of mothers with pre-schoolers worked outside their homes. Almost 60% of mothers with children under three are now in the work force.

It is clear that mothers with young children have not entered the paid work force because child-care services were available. All indications are that these women participate in the work force despite the lack of good child care. Health and Welfare Canada estimates that in 1988, there were 232,787 licensed child-care spaces. (A licensed space is one in a family home or child-care centre that must meet provincial standards) In the same year, 928,000 mothers of pre-school children were in the work force, and 568,000 of them had full-time jobs. Most parents who need child-care services must rely on unlicensed, informal arrangements.

In the past 15 years, many of the jobs created in Canada have been part-time. In 1975, only 10.8% of all employed Canadians worked part-time. By 1989, that percentage had risen to 15.1%. The vast majority of part-time workers are women, and it has often been assumed that part-time work offers a good opportunity for women to combine paid employment with family responsibilities. The data indicate otherwise.

Part-time employment is highest among younger age groups, indicating that many women who work part-time may be combining part-time work with further education rather than childbearing. In 1989, for instance, 23% of women working part-time said they had part-time jobs because they were going to school. The percentage of women working part-time because of personal or family responsibilities has declined from 17% in 1975 to only 14% in 1989.

Of much more significance is the increase in the percentage of women who are involuntary part-time workers. In 1975, for instance, only 11% of women who worked part-time said they were part-time workers because they could not find a full-time job. By 1989, 22% of women who worked part-time would have preferred full-time work.

A *Statement by the Economic Council of Canada on Employment in the Service Economy*, published in March, 1990 under the title *Good Jobs, Bad Jobs* has this to say:

> *Since 1975, part-time work has accounted for at least 30 per cent of net job growth in every province except Alberta, Prince Edward Island and Ontario; in Saskatchewan and Quebec, it has contributed over 40 per cent of the new jobs. Involuntary part-time employment — where workers would have preferred full-time jobs if they could have found them — has been increasing as well and now accounts for 24 per cent of all part-time employment. Nearly half of all part-time jobs created since 1981 have been classified as "involuntary" part-time.*
>
> *Most part-time workers are employed in the traditional-service sector, and the overwhelming majority are either young or female (or both). By comparison with their full-time counterparts, part-time workers are much more likely to be short-time employees, to be non-unionized and to be employed in very small firms. They are less likely to be covered by a range of employee benefits; and in general, they earn less, on an hourly basis, than full-time workers performing similar kinds of work.*

Women workers are more highly educated than ever before. In 1986, 53% of Canadian community college and university graduates were women: they have a long-term commitment to paid employment: they no longer drop out of the work force for long periods of time when they have children. Yet women in the work force are still confined to a limited number of occupations and their earnings are significantly lower than those of men, even when they work full-time for a full year.

The educational attainment of women in the work force has improved steadily over the past 15 years. In 1975, only 7% of women workers had a university degree. By 1989, that percentage had doubled. Only 7% of women in the work force have education at the level of grade 8 or less — compared with 15% in 1975.

Overall, women in the work force are actually better educated than men. In 1989, 44% of women workers had some post-secondary education, and a third had either a post-secondary certificate or diploma or a university degree. Of the men in the work force, 40% had some post-secondary education, and 30% had a diploma or degree. In 1989, 11% of male workers had grade 8 or less.

Once in the work force, women now stay in it. Studies undertaken at the beginning of the 1980s indicated that women who were born between 1941 and 1950 had labour force participation rates that rose sharply between ages 14-24 and 25-34. This is a significant departure from the past and parallels the traditional pattern of male participation in the labour force.

Despite their educational attainment and their long-term lifetime commitment to the work force, women remain concentrated in a limited number of occupational categories. In 1989, 57% of employed women were in only three main occupational groups: 30% were in clerical jobs, 10% were in sales, and 17% were in service occupations.

Even within occupations, women are often clustered round the bottom rung of the ladder. For instance, salary data from 1988 showed that average earnings of women clerical workers who were employed full-time for a full year were only 73% of the average salaries of men employed as full-time clerical workers. Only 20% of clerical jobs were filled by men in 1988. Even in occupations where women predominate, men are likely to hold the best jobs.

On average, women's wages are still considerably below those of men. Women who worked full-time for a full year in 1988 earned an average $21,918, compared with men's average earnings of $33,558. Women's earnings were 65.3% of men's.

When all earners are included, women's earnings averaged only 57.4% of men's. The bigger wage gap for all earners is accounted for by the fact that a higher percentage of women than men work part-time.

The wage gap between women and men is narrower for those with the highest education, but the gap is significant at all educational levels. In 1988, the average earnings of a woman with only grade 8 education or less, working full-time for a full year, were 57.1% of the average earnings of a man with the same education working full-time for a full year. A woman with a university degree, working full-time for a full year, earned an average of 72.3% of the average earnings of a man with the same education and a full-time job.

But the typical woman with a post-secondary certificate or diploma, working full-time for a full year in 1988, earned less than the typical man with only a grade 8 education or less.

Evidently, there is still a long way to go.

WHAT HAS BEEN DONE

The Task Force identified some 117 reports and studies related to affirmative action, employment equity and women in the public service but there have been three major reports initiated by governments to examine issues that bear on our terms of reference.

In 1967, the Royal Commission on the Status of Women was appointed to "investigate and report on matters pertaining to the status of women in those areas which fall within the jurisdiction of the federal government." It was chaired by Florence Bird, the first woman to chair a Royal Commission. In 1969, the Public Service Commission appointed Kathleen Archibald to "investigate all issues related to the federal government's role as employer of women." Both reports were published in 1970. In 1984, the Royal Commission on Equality in Employment, chaired by Rosalie Abella, issued its report.

The Royal Commission on the Status of Women made 167 recommendations; of these, 24 related to the federal government as employer. They included a review of the classification system, an increase in the number of women in non-traditional work, broader assessment of staffing criteria (giving credit for experience as a volunteer, as well as paid work) creation of bridging programs, the introduction of pay equity, expansion of part-time work and some new structures to implement the recommendations and to monitor progress.

Recommendations of Archibald's report entitled, Sex and the Public Service, included the establishment of an equal opportunity program in the federal public service; recruitment, selection and placement improvements; changes in classification structures and training programs; expansion of part-time work; provision for pension reform; child care; and research and data collection.

The Royal Commission on Equality in Employment (the Abella Report) recommended that federally regulated industries be required by legislation to implement employment equity and recommended improved data collection and proposed improvements in training and hiring. (There were many other recommendations but the ones cited here were specific to the federal public service).

Many major steps were taken in the 1970s and 1980s to give effect to some of these recommendations. In 1971, the portfolio of Minister Responsible for the Status of Women was created in the federal Cabinet and the Office of Coordinator of Status of Women was established to monitor implementation of the Royal Commission's recommendations. In 1972, the Office of Equal Opportunities was created in the Public Service Commission. In 1973, the Canadian Advisory Council on the Status of Women was established. In 1978, the *Canadian Human Rights Act* prohibited discrimination on the basis of sex and called for equal pay for work of equal value. A Women's Program was established in the Department of the Secretary of State.

In 1982, the Charter of Rights and Freedoms in the Constitution of Canada entrenched the equality of the sexes. In 1983, the Affirmative Action program was introduced into the federal public service and a Women's Career Counselling and Referral Bureau was created at the Public Service Commission. In 1984, Labour Canada established the Equal Pay Program, applied to federally regulated industries. That same year saw the establishment of the Women's Advisory Committee to the President of the Treasury Board on Employment Equity. In 1985, Employment Equity was applied to the federal public service. (This is a systems-based approach intended to identify and eliminate barriers to equality of opportunity in the workplace.) In 1986, two programs were set up: the "Options" Program to encourage women's entry into non-traditional occupations and the Federal Contractor's Program, which requires federal suppliers with 100 or more employees tendering on contracts over $200,000 to commit to implementation of Employment Equity as a condition of bidding.

These are by no means all the steps that have been taken by successive governments which are based on the fundamental assumption that equality of opportunity for men and women is possible, desirable, and necessary. They have done much to level the playing field for women in the work force.

A LOOK AT THE FUTURE

Both the population and the labour force will continue to grow; but the labour force, which grew at a rate of 300,000 a year during the 1970s and 200,000 a year during the 1980s, will grow only 180,000 a year in the 1990s, according to *Success in the Works*, a report issued by Employment and Immigration Canada in 1989. The proportion of women in the labour force is likely to continue its rise from 34% in 1971 to 41% in 1981 and 44% in 1989. Within this decade we can expect a labour force equally balanced between men and women, and within the 1990s women may become the majority in the labour force, as they are now in the population.

Such projections depend, of course, on the assumptions made about the continuing rise in the participation rate (the percent of women who choose to join the labour force) and also whether men over 55 continue to withdraw from the labour force. The likely assumption is that Canadian women's participation rate will continue to rise at the present rate, or faster. Another reasonable assumption is that both women and older men will be more sought after by employers as young male entrants to the labour force become scarce. It is not solely for reasons of goodwill that McDonald's is recruiting older workers.

Charting Canada's Future, a publication of Health and Welfare Canada, points out that

> *Because the baby boomers are now of working age, Canada has achieved the highest proportion of its population in the traditional labour force ages in its history. The proportion of the population under 15 and over 65 has been declining steadily since 1961, and it will continue to decline until 2011, when the first baby boomers reach age 65. At current fertility rates, this ratio will begin to increase in 2011, but unless an increase in fertility increases the number of younger dependents, it will remain below the 1961 level through at least the next 45 years.*

The labour force dependency rate (the number of people outside the labour force divided by the number in the labour force) has been falling even more rapidly than the proportion of the population of labour force age. This is largely because of increasing participation of women in the labour force. The ratio now stands just under 1.2 dependents for each member of the labour force. This will continue to drop in the 1990s, especially if women's participation in the labour force continues to rise; but the dependents are less likely to be young children than they were in the 1980s, and more likely to be elderly parents. Many middle-aged couples now have more elderly parents than they have children.

Two more points about the future should be briefly noted.

The very nature of work in Canada is changing, in part because of technological change in such industries as telecommunications, in part because of the structural changes resulting from "globalization." Bright, well-educated "knowledge workers" who are adaptable and resourceful will be needed. Employment and Immigration Canada forecasts that 64% of all jobs created in Canada between 1986 and 2000 will require more than 12 years of education and training and almost half of these jobs will require more than 17 years of education and training.

The prospect of shortages of such workers is not confined to Canada. The *Economist* (12 January 1990) says:

> *Soon there will not be enough skilled workers to go round. Companies everywhere need to sharpen up to attract them...*
>
> *The demographic time bomb may be well hidden. For a start a small recession in the early 1990s, should it come, will lengthen dole queues again. But unless the world economy goes badly wrong, the labour shortage is sure to worsen in the 1990s. Consider:*
>
> *... America's work force will grow by only 15.9 million (1.2% a year) in the 1990's compared with 22.2 million (2.2% a year) in the 1970's and 18.3 million in the 1980's (1.6%). There will be an absolute fall in the number of people between 16 and 24, while the proportion of American workers over 35 will rise from 39% today to 49% by 2000.*
>
> *... The population of the European Community will stay at around 325 million (assuming no additions to its 12 member countries). But there will be many fewer young people and many more over-65's...*
>
> *Statistics tell only part of the story. Anecdotal evidence of a tightening labour market abounds.*

It's encouraging to note that *Shaping the Future Public Service*, a report by the Treasury Board Secretariat, demonstrates that the federal government is aware of these hazards:

> *Demographic trends indicate that there could be a future shortage of workers with the skills necessary to fill the demand. Competition between the private and the public sectors for qualified workers would then intensify. It may be difficult for the federal government to recruit and keep highly skilled employees. This potential challenge raises thorny issues of compensation, benefits, classification, staffing, and accountability.*

Not to mention the under-utilization of women in the work force.

The next chapter will look at where the women currently are in the federal public service. To understand this chapter, some knowledge of the classification and promotion systems in the public service is helpful. If you are not familiar with these and the other personnel systems at work in the public service, turn to Annex 1 of this volume, entitled "The Bureaucratic Machinery."

CHAPTER 3

Where the Women Are

In this chapter we examine the distribution of women in the occupational groups and categories described in Annex 1. In particular, we take a look at three aspects of the distribution of women. These are —

- **Representation**: The extent to which women are present in each occupational category and group;
- **Concentration**: The extent to which women appear to be predominantly employed in certain specific occupational areas; and
- **Compression**: The extent to which women in any given group are largely to be found at the lower classification levels of the group.

Statistical information on the distribution of women by group and category is also provided in Volume 2.

The federal government employs approximately 215,000 public servants. The exact head count varies, since the way in which "public service" is defined varies from one authority to another. For example, short-term employees may be included or omitted; employees not appointed under the PSC's competition rules may be included or not. An explanation of the differences is given in the Public Service Commission's Annual Report.[1] By any count, the population of the public service has decreased in recent years as a result of the Government's restraint measures, and is now roughly the same size as it was in the early 1970s.

Approximately 93,000 public service employees (about 43% of the total) are women.

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[1] *Public Service Commission Annual Report, 1988, p. 72 et seq.*

REPRESENTATION

"Representation" refers to the extent to which women are present in each occupational area, and is normally expressed simply as the percentage of women in that area. The "area" may be the federal public service as a whole, a particular occupational category, or a specific group within that category.

Labour force availability

In looking at the representation of women in any given area, it is important to look also at the total number of women available for work in that area. Naturally, the public service cannot recruit large numbers of women into a particular group unless the labour force contains a sufficient number of women with the education, training and experience needed to qualify for that group; in other words, unless the labour force availability for the particular occupation is high enough. Percentages used in this chapter are taken from Statistics Canada's 1986 Census of Population "Women in the Experienced Labour Force," and give approximate comparisons only. As Chapter 2 has demonstrated, recent trends show sharp increases in the rate at which women are graduating from Canadian universities, and in the rate at which women are entering the labour force.

Representation by category and group

There are six occupational categories in the public service. These are: the Management Category, the Scientific and Professional Category, the Administrative and Foreign Service Category, the Technical Category, the Administrative Support Category, and the Operational Category.

Appointments to senior-level positions of the public service are also made by a procedure known as "order-in-council," which involves direct appointment to the post on the authority of the Prime Minister of Canada. It is used for the placing of deputy ministers, members of agencies, boards and commissions, judges, and heads of post abroad. Data concerning this group appear in Chapter 7.

The Management Category contains only two occupational groups, the Senior Management (SM) and the Executive (EX). The category represents the upper echelon of public service management. The salary band for the category as a whole runs from $56,200 (the lower level of the SM pay range) to $111,700 (the upper pay limit for an EX-5).[2]

Most employees enter the category by promotion to SM from the upper level of an occupational group in one of the other categories. In particular, the Scientific and Professional Category, and the Administration and Foreign Service Category serve as "feeder groups" to the SM. The upper classification levels of many groups in these categories are considered equivalent to the SM Group.

In December 1988, the Management Category included 4,283 employees. Although the number of women in this category has increased considerably in recent years, women still represent only 12% of the total, as shown in Table 1.

Table 1
Management Category

	Employees		
Group	**Total**	**Women**	**% Women**
Senior Management (SM)	1,835	258	14
Executive (EX)	2,448	244	10
Total Category	**4,283**	**502**	**12**

The Scientific and Professional Category contains 29 occupational groups. As the category title suggests, the work is generally related to specific disciplines. Entry-level qualifications normally include a degree in the group's area of specialization, and admission to some groups may require an advanced degree and/or occupational certification (for example, bar membership; licence to practice; registration). Entry-level salaries range from about $18,000 to over $50,000, according to the amount of training and degree of specialization required. Upper-level salaries also vary with

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[2] *Salary ranges shown in this chapter are taken from* Rates of Pay in the Public Service of Canada, *September 1989 edition, published by the Pay Research Bureau of the Public Service Staff Relations Board.*

Table 2
Scientific and Professional Category

	Employees			Labour Force
Group	Total	Women	% Women	% Women
Actuarial Science (AC)	3	0	0	36
Agriculture (AG)	313	56	18	29
Architecture & Town Planning (AR)	321	43	14	19
Auditing (AU)	3,749	482	13	41
Biological Sciences (BI)	1,147	258	23	37
Chemistry (CH)	420	105	25	27
Dentistry (DE)	30	2	7	14
Defense Science (DS)	565	49	9	33
Education (ED)	1,933	956	50	69
Engineering & Land Survey (EN)	2,869	136	5	7
Economics, Sociology, Statistics (ES)	2,421	591	25	29
Forestry (FO)	151	10	7	31
Home Economics (HE)	40	39	98	96
Historical Research (HR)	289	97	34	78
Law (LA)	888	319	36	22
Library Science (LS)	530	358	68	77
Mathematics (MA)	189	53	28	36
Medicine (MD)	273	47	17	21
Meteorology (MT)	593	62	11	11
Nursing (NU)	1,454	1,278	88	95
Occupational & Physical Therapy (OP)	31	29	94	85
Physical Sciences (PC)	900	149	17	12
Pharmacy (PH)	62	24	39	51
Psychology (PS)	138	41	30	60
Scientific Regulation (SG)	493	111	22	14
Scientific Research (SR)	2,122	132	6	14
Social Work (SW)	109	44	40	71
University Teaching (UT)	235	7	3	34
Veterinary Medicine (VM)	636	94	15	35
Total Category	**22,904**	**5,572**	**24**	**36**

the discipline. The top pay range of some highly-specialized groups (Medicine, Law) exceeds $100,000.

In December 1988, the category employed a total of 22,904 persons, including 5,572 women, 24% of the total. Table 2 shows the distribution of women in the various groups of the category.

The Administrative and Foreign Service Category includes 13 occupational groups. Entry-level requirements are generally less rigorous than those of the previous category, though most groups within the category require a diploma or equivalent qualification. Salaries range from an entry-level $15,000 (Administrative Trainee) to over $70,000 at the top level of several groups (SM equivalents).

In December 1988, the category employed a total of 56,348 individuals, including 22,090 women, about 40% of the total, distributed as shown in Table 3.

Table 3
Administrative and Foreign Service Category

	Employees			**Labour Force**
Group	**Total**	**Women**	**% Women**	**% Women**
Administrative Services (AS)	11,073	5,252	47	28
Administrative Trainee (AT)	58	33	57	n/a
Commerce (CO)	1,870	320	17	21
Computer Systems Admin. (CS)	4,092	990	24	31
Financial Admin. (FI)	2,489	753	30	39
Foreign Service (FS)	1,110	189	17	28
Information Services (IS)	1,337	731	55	47
Organization & Methods (OM)	665	198	30	17
Personnel Admin. (PE)	2,849	1,516	53	45
Program Admin. (PM)	25,979	10,305	40	28
Purchasing & Supply (PG)	2,213	702	32	24
Translation (TR)	1,057	557	53	65
Welfare Programs (WP)	1,556	544	35	68
Total Category	**56,348**	**22,090**	**39**	**32**

In the Technical Category there are 13 occupational groups. Entry-level qualifications normally include a technical diploma. For entry to some groups, candidates must pass a special selection process, which may include aptitude and initiative tests (for example, the Air Traffic Control Group). Entry-level salaries range from $15,000 (General Technical) to over $40,000 (Aircraft Operations, Ships' Officers). The top-level salaries of some groups exceed $70,000.

There are 26,200 people employed within the category. Women account for only 14% of this total. Distribution of women within the groups is shown in Table 4.

Table 4
Technical Category

Group	Employees Total	Employees Women	Employees % Women	Labour Force % Women
Air Traffic Control (AI)	1,985	69	4	n/a
Aircraft Operations (AO)	609	25	4	n/a
Drafting & Illustration (DD)	1,605	252	16	19
Educational Support (EU)	23	17	74	n/a
Electronics (EL)	2,925	52	2	10
Engineering & Scientific Support (EG)	7,029	1,170	17	34
General Technical (GT)	2,956	492	17	47
Photography (PY)	139	17	13	23
Primary Products Inspection (PI)	2,636	271	10	29
Radio Operations (RO)	1,199	102	9	n/a
Ships' Officers (SO)	1,446	80	6	3
Social Science Support (SI)	2,173	1,144	53	36
Technical Inspection (TI)	1,475	44	3	6
Total Category	**26,200**	**3,755**	**14**	**19**

The Administrative Support Category includes five occupational groups. The work is generally related to office administration. Starting salaries of all five groups are in the $15,000-18,000 range, with upper limits in the $30,000-$40,000 range, except for the Data Processing Group, which reaches $45,000. The category contains by far the largest concentration of women in the public service. Occupational groups in this category are sometimes referred to as the "pink collar ghettos" — or more simply the "pink ghettos" — of the public service due to the high proportion of women employed in them. In fact, the category as a whole qualifies well for such a title, as women account for 56,000 (83%) of the approximately 68,000 employees in the category. The issue of concentration of women in specific occupational groupings will be explored in greater detail later in this chapter.

Labour force availability figures could not be obtained for women in these occupational groups.

Table 5
Administrative Support Category

	Employees		
Group	**Total**	**Women**	**% Women**
Clerical and Regulatory (CR)	50,039	40,035	80
Communications (CM)	634	235	36
Data Processing (DA)	2,847	1,955	69
Office Equipment (OE)	402	199	49
Secretarial, Stenographic & Typing (ST)	13,743	13,589	99
Total Category	**67,665**	**56,013**	**83**

The Operational Category is made up of ten occupational groups, most of which are further divided into a wide variety of sub-groups. The General Labour and Trades Group, for example, includes 20 sub-groups; Printing Operations contains seven. Pay ranges are difficult to compare since many groups include regional variations. The category as a whole generally runs from an entry level of about $22,000 to an upper range in the mid-forties for most groups.

The category includes a number of skilled trades that have traditionally been seen as "men's work," and is consequently highly male-dominated. Women represent just over 5,000 of the total 39,433 positions, or 13% of the category.

Table 6
Operational Category

Group	Employees		
	Total	**Women**	**% Women**
Correctional (CX)	4,835	639	14
Firefighters (FR)	1,343	10	1
General Labour & Trades (GL)	14,754	293	2
General Services (GS)	9,381	2,885	31
Heat, Power & Stationary Plant Operations (HP)	1,840	18	1
Hospital Services (HS)	1,376	748	54
Lightkeepers (LI)	318	4	1
Printing Operations (PR)	1,038	357	34
Ship Repair (SR)	925	11	1
Ships' Crews (SC)	2,154	61	3
Total Category	**39,433**	**5,036**	**13**

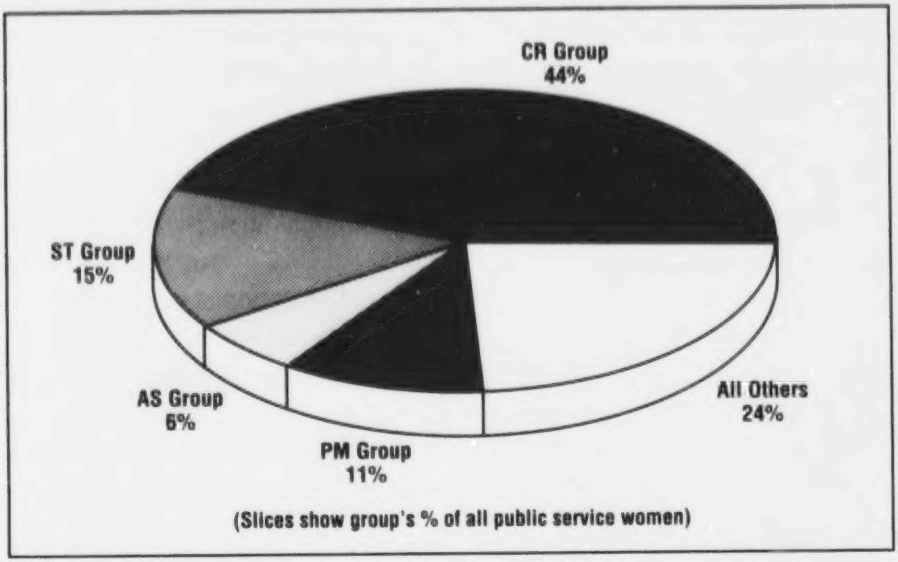
CONCENTRATION

"Concentration" refers to the fact that the 93,000 women in the federal public service are not uniformly distributed across all occupational groups and categories. The great majority of women tend to be found within a small number of occupational groups.

Even a cursory examination of the tables in the previous section makes it quite clear that women are not evenly distributed throughout the occupational groups and categories of the public service. As noted earlier in the chapter, the concentration of women into a small number of occupations has earned some groups and categories the title of "pink ghettos." A simple examination of the tables also shows clearly that most women in the public service work in the Administrative Support Category, which alone accounts for over 60% of all female public servants. Furthermore, even within the category, women are not uniformly distributed. The majority perform clerical (CR) or secretarial (ST) duties. These two groups employ a total of 53,624 women, representing almost 60% of all female public servants. Thus three out of every five women in the federal public service occupy positions in only two of the 72 occupational groups.

Within the Administrative and Foreign Service Category, two groups account for an additional 15,557 women: The Administrative Services (AS) Group, which employs about 5,000 women; and the Program Administration (PM) Group, which employs over 10,000. In total, four occupational groups account for more than three quarters of all female public servants. This situation is summarized in the following chart.

Figure 1: Concentration of women by occupational group.



(Slices show group's % of all public service women)

The type of work performed by the employees of the CR, ST, PM and AS groups is set out in the classification standards for each group. The following extracts from these standards summarize the nature of the work.

Clerical and Regulatory Group (CR)[3]

Primary duties

The collecting, recording, arranging, transmitting and processing of information; the filing and distribution of records; and the direct application of rules and regulations.

Secondary functions

- The operation of various types of office equipment and machines, such as typewriters, duplicating machines, calculators, video display terminals, computerized text editing machines, tape recorders and radio telephones.

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[3] *TB/PSC Classification Standard, Nov. 1976.*

- Taking dictation and transcribing from notes or a dictating machine.
- Receiving callers and directing them to the appropriate officers.

Secretarial, Stenographic and Typing Group (ST)[4]

Primary duties
The provision of typing, stenographic, secretarial and verbatim-recording services, and the operation of office composing equipment.

Secondary functions
- Serving as a call directory operator and receptionist for an office.
- Composing correspondence, memoranda and reports.
- Setting up and maintaining index file reference material and manuals.
- Performing clerical, filing and accounting duties.
- Reproducing documents, using a copying machine.
- Supervising one or more employees.

Administrative Services Group (AS)[5]

Primary duties
The provision of internal management services.

Program Administration Group (PM)[6]

Primary duties
The planning, execution and control of programs directed toward the public.

COMPRESSION

"Compression" refers to the extent to which women in a given group are largely to be found at the lower levels of that group.

Most occupational groups in the federal public service have a traditional "pyramid" structure, based on classification levels. In any group, higher levels normally carry higher degrees of responsibility and authority and, of course, higher rates of pay. Normally, the most junior level contains a relatively large number of employees while higher levels contain progressively fewer. The top level of most groups contains a small number of people — sometimes no more than two or three people. Entry-level employees are usually recruited into Level-1, or into a special developmental level. Career progression then normally involves promotion to successive levels, although many public servants also move from group to group as their careers progress.

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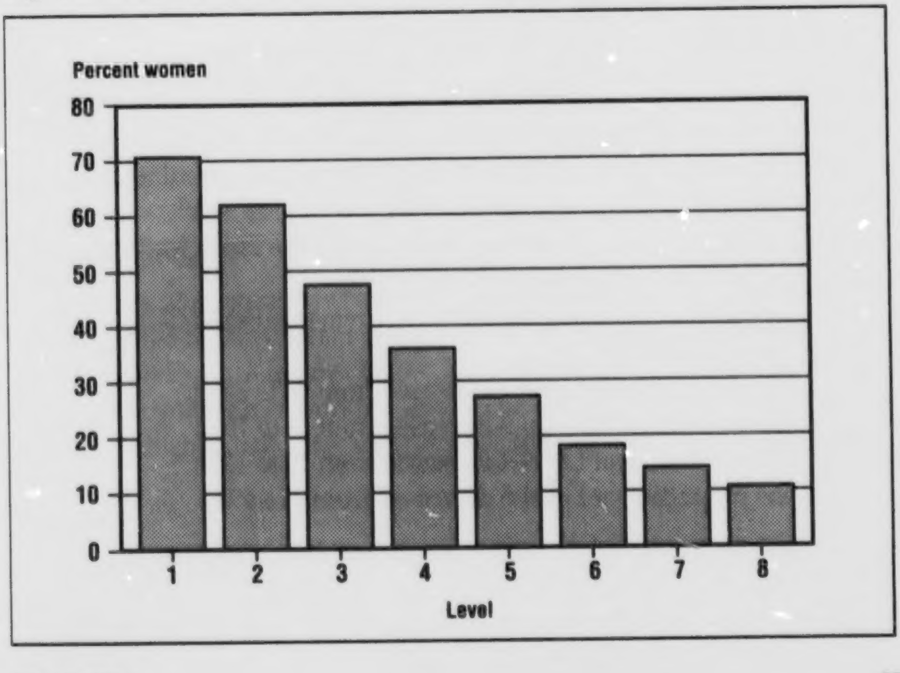
[4] *TB/PSC Classification Standard, Jan 1976.*
[5] *TB Classification Standard, June 1972.*
[6] *TB/PSC Classification Standard, March 1976.*

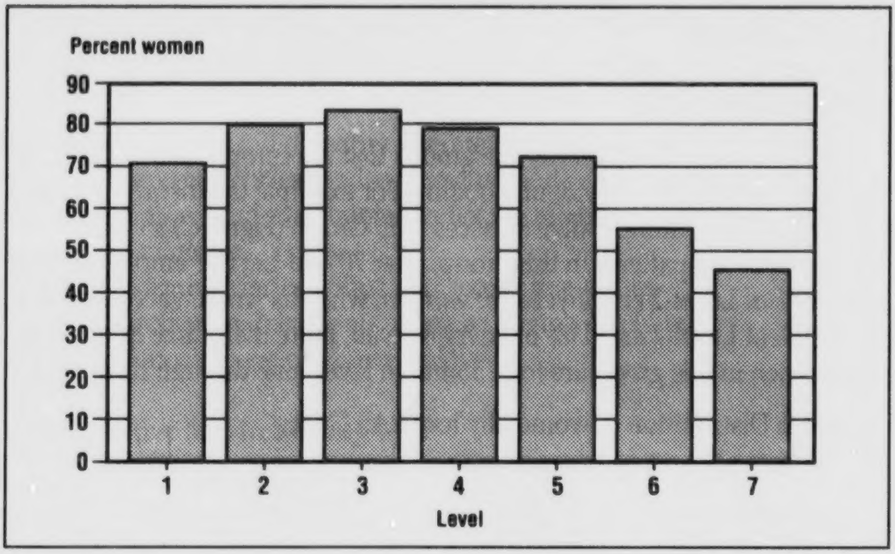
It can be difficult to identify the groups that are compressed. Some groups, it is true, quite evidently qualify. For example the distribution of women in the Administrative Services (AS) Group (Figure 2) shows a typical compression pattern. In this group, over 70% of Level-1 employees and over 60% of Level-2 employees are women, whereas women account for only 14% of Level-7 and 11% of Level-8. In all, more than three quarters of the women in this group are to be found in levels one through three.

Figure 2: Distribution of women by level, AS Group.



However, compression is not as readily apparent in other groups. Distribution of women in the Clerical and Regulatory Group (shown in Figure 3) is difficult to assess.

Figure 3: Distribution of women by level, CR Group.



When the distribution statistics of a single group are examined over a period of time, the proportion of women at each level changes according to a complex set of rules. For example, the Biological Sciences (BI) Group has five levels. Between 1982 and 1987:

- the proportion of women at Level-1 remained essentially the same (37%);
- the proportion at Level-2 increased from 19 to 24%;
- the proportion at Level-3 increased from 11 to 16%;
- the proportion at Level-4 increased from 10 to 12%;
- the proportion at Level-5 decreased from 9 to 4%.

Given this distribution, what could be said about compression in the BI Group? Was compression high in 1982? How did it compare to the compression of other groups — the AS Group, for example? And was it better or worse as a result of the changes between 1982 and 1987? In order to respond to such questions, the Task Force needed a method of measuring compression and putting a number to it.

THE EQUITY INDEX: A MEASURE OF COMPRESSION

The Equity Index measuring system developed by the Task Force is essentially a weighted average. The weighting factor derives from the hierarchical structure of each occupational group. In essence, the proportion of women at Level-1 is multiplied by one; the proportion at Level-2 is multiplied by two and is added to the previous calculation; and so on to the top level in the group.

Readers who wish to examine the mathematics of the index will find details of the calculation in Volume 2, which includes a number of sample calculations. For readers who do not wish to examine the calculation procedures in detail, it is not necessary to know how the index works, but it is helpful to understand what it does — and what it does not do.

The index measures the degree to which the women in a given group are equitably represented at all levels of that group. It is independent of the total number of women in the group, and of the overall proportion of women in the group.

The index of an equitably balanced group is 100. An index above 100 shows that the women in that group are over-represented at the upper classification levels. An index below 100 denotes that the women in that group occupy the lower working levels. The lower the index, the greater the degree to which women are "compressed" to the lower levels of the group.

The Equity Index is a rough-and-ready indicator; it was not designed to be, nor is it required to be, a precise measuring tool. It provides a simple indication of the extent to which the women in a group are uniformly represented at all levels of that group.[7] It works best for groups with four or more hierarchical levels, and in groups which are not radically out of balance. Groups in which women represent less than 10% or greater than 90% of the total population can produce misleading results.

Since the Equity Index uses a weighting system, it is especially sensitive to the presence of small proportions of women at higher levels. In cases where the number of employees at the upper level is very small, addition of women at this level can affect the index to an extent that may seem out of proportion. (This is sometimes known as the "tyranny of small numbers.") For this reason, where the upper level of a group contains a very small number of employees, the upper level is excluded from the calculation.

Comparison of the Equity Indices of various groups over a period of time can reveal progress (or lack of it) towards equitable representation of women.

Data relating to the distribution of women in various occupational groups were obtained from the Public Service Commission.[8] The data provide distribution statistics by levels in a number of groups, and compares data from 1982 and 1987. The Equity Indices were calculated for several groups using both sets of data. The results are shown in Table 7.

Table 7 shows not only that women are compressed into the lower working levels of most groups examined, but that there was little easing of this compression during the period 1982-87. In some groups, the index had fallen back during this period, showing that compression had worsened between 1982 and 1987. Recruitment of new employees to a group is normally into the lower classification levels, and this would naturally lower the

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[7] *The index uses representation rates (%). In terms of actual numbers of employees, the majority of women (and men) are normally found at the lower levels of most groups.*

[8] *"Women in the Federal Public Service: A Series of Working Papers, Working Paper #4; Representation of Women in Selected Occupational Groups and Levels"; published by the Policy Monitoring and Information Directorate, Public Service Commission. Spring 1989.*

Table 7

Equity Index Comparisons (1982 & 1987) for Various Occupational Groups

	1982			1987		
	Number	% Women	Index	Number	% Women	Index
Psychology (PS)	24	24.5	110.3	43	31.9	124.9
Communications (CM)	331	42.7	82.5	235	37.1	97.4
Social Work (SW-SWC)	39	38.6	82.6	46	45.5	95.6
Information Services (IS)	535	45.5	90.7	684	53.4	94.5
Organization & Methods (OM)	196	20.9	93.7	201	27.0	89.6
Clerical & Regulatory (CR)		n/a	n/a	40,035	80.0	89.0
Translation (TR)	622	50.3	81.9	545	51.2	87.8
Economics, Sociology, Statistics (ES)	447	18.9	86.9	572	23.8	87.6
Personnel Admin. (PE)	1,271	43.1	81.2	1,452	51.2	87.5
Chemistry (CH)	89	21.9	86.9	97	23.5	82.8
Physical Science (PC)	111	13.7	53.7	147	15.9	57.0
Scientific Regulation (SG-SRE)	60	18.7	53.5	90	24.4	77.5
Financial Admin. (FI)	634	24.5	77.5	714	29.1	77.4
Medical Officer (MD-MOF)	32	11.4	62.7	41	16.6	75.4
Computer Systems Admin. (CS)	654	22.8	69.2	895	23.9	70.2
Program Admin. (PM)	8,002	31.7	63.5	9,274	37.0	68.3
Purchasing & Supply (PG)	434	22.9	63.0	659	30.4	68.0
Welfare Programs (WP)	487	28.0	61.6	526	32.7	65.1
Administrative Services (AS)	4,323	42.5	59.6	5,082	45.9	64.2
Education Services (ED-EDS)	132	31.4	69.6	111	31.0	61.5
Biological Sciences (BI)	197	19.0	67.0	240	21.4	61.0
Social Science Support (SI)	987	48.1	58.7	1,115	51.7	57.8

Equity Index for that group. However, this should be offset by increased proportions of women attaining higher classification levels through promotion. This does not appear to be happening in most groups.

It should be emphasized as a general point that a high Equity Index does not denote that the group is equitably balanced. An equitably balanced group produces an index of 100. Any deviation from this, up or down, indicates that men and women are not represented in equitable proportions at all levels of the group.

The high index obtained for the Psychology Group indicates that women in this group are over-represented at the upper levels of the group. To put this into correct perspective it must be noted that this is a very small occupational group, containing only 43 women (32% of the total). Although the group has five classification levels, the upper two levels contain only eight individuals (one woman). To avoid the "tyranny of small numbers," both upper levels were omitted from the calculation. Psychology therefore represents a very small group, with only three hierarchical levels, and is a unit in which the validity of the Equity Index is borderline.

Table 7 indicates that, as of 1987, almost all groups examined show some degree of compression.

The Equity Index for the Public Service as a Whole

The Equity Index measures the degree to which women are evenly represented at all levels of a hierarchical structure. The structure for which the index was originally intended is the classification hierarchy of an occupational group. As described previously, most such groups in the public service consist of a number of classification levels — normally between five and eight. However, the index can work equally well if salary ranges are substituted for classification levels. The proportion of women at each level (salary range) can be used to calculate the Equity Index for any given group. This is a convenient way to assess the degree of compression in the public service as a whole. Table 8 shows the proportion of women in the federal public service by salary range.

Table 8

Distribution of Public Servants by Salary, in 1988

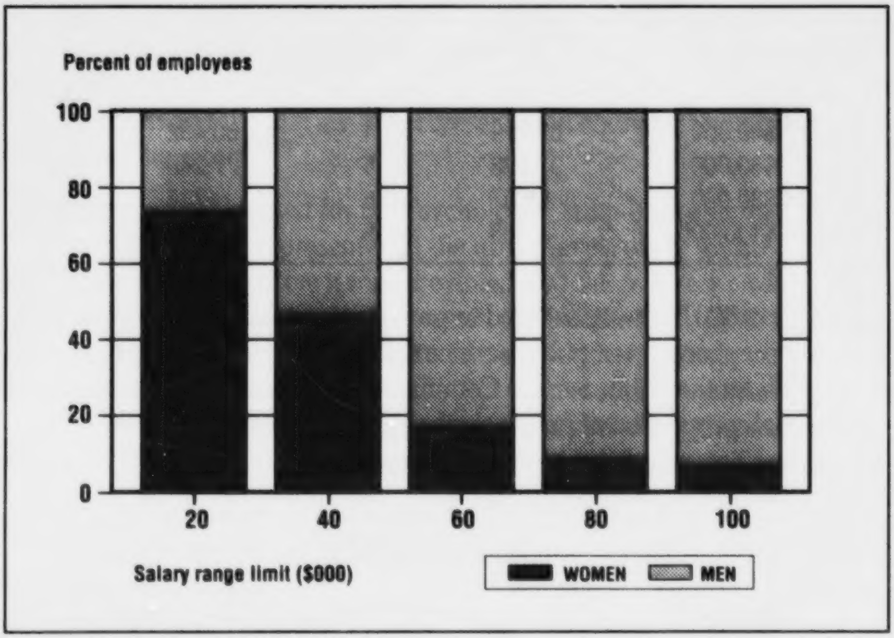
	Men		Women	
Salary band	**Number**	**%**	**Number**	**%**
under $20,000	2,637	26.9	7,160	73.1
$20,000-$40,000	69,219	53.4	60,492	46.6
$40,000-$60,000	31,928	81.5	7,240	18.5
$60,000-$80,000	6,867	90.6	710	9.4
$80,000-$100,000	1,468	92.6	118	7.4

Ranges of $20,000 were selected to provide a suitable number of levels covering the spectrum of public service salaries. Distribution statistics were obtained from the Public Service Commission's 1988 Annual Report. Since only a small proportion of public servants earn in excess of $100,000, this "level" was not included in the calculations.

Table 8 summarizes the effect of women being concentrated in lower-paid occupational groups and being compressed to the lower classification levels of the groups. The net result is that, in 1988, women accounted for almost 50% of public servants making under $40,000 per year, but only 17% of those making over $40,000.

The same data are shown graphically in Figure 4.

Figure 4: Distribution of men and women by salary band.



This chapter has explained the use of the Equity Index to measure compression. The index of a balanced group, in which men and women are equitably represented at all levels is 100.

Using the data from Table 8, the Equity Index for the public service as a whole in 1988 was 49.

What Moves the Index?

The process by which men and women move up from level to level within the federal government is complex. To fully understand how they advance in the public service requires much more than a comparison of "snapshots" taken at five-year intervals. Such an understanding demands a more sophisticated approach, and this will be explored fully in Chapter 4 of this report.

Some factors, however, are of obvious importance in determining the rate at which the Equity Index increases with time. There is no doubt, for example, that the overall rate of promotion (for women and men) plays a major part. A period of expansion such as the Government experienced in the late 1960s through the mid-1970s, presents an opportunity for rapid improvement of the index. A period of restraint, such as the Government experienced through the 1980s and continues to experience, presents little opportunity for rapid movement of the Equity Index. As long as the overall rate of promotion for men and women is low, the relative rate of promotion (women:men) is not of great significance. In simple terms, when men are receiving very few promotions, the fact that women are receiving 5% more than men is not going to make a lot of difference to equity in the short term.

A second factor that could account in part for the lack of progress of women attaining the higher levels of various groups is the rate at which women are leaving those levels. In attempting to fill a leaky bucket, it makes good sense to first plug up the holes. The rate at which women are leaving the public service therefore merits serious study.

Data relating to leaving rates are shown in Table 9. These data give no indication as to the reasons why women leave the public service. Undoubtedly, there are a wide variety of possible explanations, including family care responsibilities. Women's reasons for leaving are important to an understanding of equity in the federal public service, and will be explored in later chapters of this report.

The data in Table 9 are presented as a ratio of women to men, on a per-capita basis. In terms of actual numbers of leavers, more men than women leave — simply because men outnumber women in all categories except Administrative Support. In terms of the rates at which people leave (separations per hundred persons) women have been leaving the public service at greater rates than men for years, as the table shows.

Table 9

Separation Ratios Per Capita (Women/Men), 1982-1987

Category	1982	1983	1984	1985	1986	1987
Management	0.47	0.91	0.56	0.44	0.57	0.31
Scientific & Professional	2.75	2.66	2.66	2.32	2.38	2.42
Administrative & Foreign Service	1.05	1.10	1.02	1.04	1.12	0.97
Technical	1.53	1.81	1.56	1.63	1.70	1.65
Administrative Support	1.16	1.14	1.00	1.09	1.09	1.03
Operational	1.82	1.46	1.36	1.30	1.51	1.38
All categories	**1.38**	**1.47**	**1.31**	**1.42**	**1.45**	**1.36**

The separation rate includes all types of separation except lay offs. It therefore includes term employees leaving at the end of their period of employment. Since such positions are most often filled at the lower classification levels, the separation rate of term employees should not have a major impact on progress towards equity. However, the number of women leaving the public service from the mid-officer levels is undoubtedly one factor responsible for the slow rate of progress.

Of particular note is the rate at which women are leaving the Scientific and Professional Category. For several years, this has averaged between two and three times the per-capita rate of men. This category is one in which women leaving from the middle and upper levels could have a particularly high impact, since there are often very few women at these levels in the first place. For example, there are six female Level-4 statisticians; seven Level-6 meteorologists; seven Level-3 research scientists; four Level-2 pharmacists. There is one female Level-5 patent examination officer.

As noted earlier, the reasons for which women are leaving these crucial groups and levels are important. If they are leaving the public service to take up key positions in business, industry or the academic community, then an argument could be made for continuing the trend. Many would suggest that if the federal government is serving as a training ground for women who leave to take up high-level posts in the private sector, this is a legitimate and valuable role for the Government to play. But if women are leaving for negative reasons — frustration with the system, for example — then such an argument loses its credibility. The reasons for leaving therefore must be determined. This will be addressed in Chapter 9 of the report.

CHAPTER SUMMARY

This chapter has examined the distribution of women in the federal public service in terms of three aspects of that distribution: representation, concentration, and compression.

Representation

Overall

Women represent approximately 43% of the public service population — a figure which is almost identical to the representation rate of women in the Canadian labour force.

By category

In terms of representation by category, women in the federal public service show a similar order of magnitude to the labour force rates. They show a higher percentage representation in the Administrative and Foreign Service Category and lower rates in the Scientific and Professional and the Technical categories.

By occupational group

The representation rate of women varies greatly from one group to another. When compared to the representation rates for women outside the public service, some groups show much higher rates and others show very low rates. Representation of women is very low (single-digit percentages) in 20 of the 72 occupational groups.

Concentration

Women in the public service are concentrated to a high degree in a small number of occupational groups. Three quarters of all women are to be found within four of the 72 groups. One group alone — the Clerical and Regulatory Group — employs over 40,000 women, accounting for some 44% of all women in the public service.

Compression

In almost all occupational groups, the majority of women occupy the lower levels. Few groups were found where women predominate at the upper levels. Examination of distribution figures from 1982 and 1987 suggests that the degree of compression to the lower levels is easing in many groups as women obtain promotions to the higher ranks, but the rate of improvement is very slow, and some groups appear to be moving backwards. This will be examined in greater detail in Chapter 4.

CHAPTER 4

Career Paths and Patterns: Where the Women Are Going

This chapter presents a projection of future distributions of men and women in the federal public service based on present trends by looking at the dynamics of the promotion/appointment process.

Chapter 3 examined the distribution of men and women in the public service by looking at: representation, concentration, and compression.

In particular, examination of compression suggested that between 1982 and 1987 there had been little improvement in the ratio of women to men at the upper levels of many groups studied. In fact, in some groups, compression appeared to have become more pronounced over the period.

In examining the distribution of men and women in many occupational groups, there is an apparent anomaly between the high proportion of women at the lower levels and the slow rate of progress towards equitable balance. After all, a prime source of employees in any given level of any group is promotion of employees from the level below. Since women often predominate at the lower levels (and in some groups, receive higher rates of promotion than men) it would seem logical to assume that women will rapidly fill the levels above them.

Using the Administrative Services (AS) Group to illustrate, in 1982 the first level of the group contained three women to every man. Statistically, given equal or better promotion rates, women should take at least three out of every four places at Level-2 filled by promotion from Level-1. Similarly, women outnumber men at Level-2, and should consequently move by promotion to Level-3 in high proportions.

This belief stands at the heart of the "laissez-faire" approach to employment equity. That is, having recruited women in large quantities into the "feeder" levels, time and natural progression will see to the balance.

The Task Force needed to know whether laissez-faire represented a realistic approach.

As Chapter 3 pointed out, projections of future distributions based on simple observations can be misleading. A comparison of a series of "snapshots" over an interval of time does not take into consideration the dynamics of the process, in which men and women move into and out of each level of each group according to a complex set of interacting factors. A proper examination demands more complex tools. This chapter examines the consequences of the laissez-faire approach in detail — by means of a computerized model — and attempts to show what will happen to the representation of women in various groups if present trends continue unchanged over the next two decades.

Several factors influence the way in which, in any occupational group, the proportion of women to men changes over a period of time. These include:

The initial distribution

One of the most important factors affecting progress towards equitable distribution of men and women in an occupational group is the starting-point distribution. The greater the imbalance — particularly at the more senior levels of the group -- the longer it will take for women to achieve balanced representation at all levels of the group.

The overall flow of people into and out of a level

The overall flow of people into a particular level is also very important. If nobody enters or leaves the level, the distribution will obviously remain unchanged. On the other hand, a high turnover presents the potential for more rapid change of the ratio of women to men.

The relative rates of promotion and other methods of appointment into the levels of the group

Another important factor is the relative promotion rate of women to men into each level. For example, if the promotion rate for women from one level to the next is twice the rate for men, changes to the distribution are likely to occur more rapidly than if the promotion rates for women and men are the same. A similar situation applies to those who come into the level by other appointment methods.

A high rate of leaving a level may be a healthy sign (for example, when such moves are related to a promotion to the next level of the group, or to another group) or it may indicate frustration with barriers to advancement. But if women leave the upper levels of a group at a higher rate than men, for any reasons, the proportions of women at these levels are obviously reduced.

A SIMULATION MODEL

With the preceding factors in mind, a simulation model was developed to examine how changes to the factors affect the proportions of women to men at each level of a group over a period of time.

To keep the model simple, the following assumptions were made:

- The total number of employees at a given level does not change from one year to the next (that is, no major changes in the occupational group; no major downsizing or expansion).
- The overall flow rates and ratios (women to men) for the year 1988 also apply in future years.

Details of the simulation model are provided in Volume 2.

Essentially, the model uses the factors which have determined the rate of advancement of men and women over the past year, and examines what will happen to the distribution of men and women if these factors remain unchanged. The model starts with the initial distribution (that is, the numbers of men and women at each level of that group), and projects the situation at year end for each level using the formula (see Volume 2 for details).

The resulting distribution (proportion of men and women at each level) can then serve as input for the following year, and the process can be repeated as often as required.

APPLICATION OF THE MODEL

The Administrative Services (AS) Group contains over 5,000 women, representing a good proportion of the total group (45%) and covering a wide range of job functions. The group therefore serves well as a test case. The proportions of women and men at each level of the group were fed into the model along with the factors shown previously. Representation ratios for successive years were calculated. The predicted proportions after 20 years are shown in Table 10.

Table 10
Representation of Women by Level, Administrative Services Group

	Initial distribution		After 20 years		Increase in representation of women	
Level	**Number**	**%**	**Number**	**%**	**Number**	**percentage points**
AS-1	1,309	73	1,429	80	120	7
AS-2	1,611	62	1,772	70	161	8
AS-3	1,017	49	1,262	60	245	11
AS-4	585	38	763	47	178	9
AS-5	360	28	480	37	120	9
AS-6	205	20	342	34	137	14
AS-7	80	14	84	14	4	0
AS-8*	—	—	—	—	—	—

* excluded from calculation due to small number of employees at this level

Table 10 shows that if present trends continue unchanged, women will represent higher proportions at all levels of the AS Group by the end of the 20-year period. The gain at the AS-7 level, however, is minimal. This is primarily due to the fact that women leave this level at approximately four times the rate of men.

The table also shows that women should represent a majority of the group as a whole, accounting for 56% of the group's population.

Although there are obvious gains in the representation of women within the AS Group, there is still an imbalance. After 20 years, women still appear to be compressed into the lower levels of the group.

Applying the Equity Index to the distribution figures confirms this impression. Over a 20-year period, the index rises from 64 (the present value) to 69. As noted in Chapter 3, the Equity Index of an equitably balanced group is 100. This is summarized in the following table.

Table 11

Projected Changes in Representation Rate and Equity Index for Women in the AS Group

	Present	In 20 years
Representation (women as % of total employees)	46%	56%
Equity Index	64	69

Application of the Model to Other Occupational Groups

The model was applied to a sample of occupations chosen to represent a diversity of characteristics. The results are shown in Table 12.

Table 12
Distribution of Women in Selected Groups

Group	Initial conditions		After 20 years	
	% Women	Equity Index	% Women	Equity Index
Administrative Services (AS)	46%	64	56%	69
Biological Sciences (BI)	24	61	29	82
Economics, Sociology and Statistics (ES)	19	87	30	79
Physical Science (PC)	16	57	39	62
Program Admin. (PM)	37	68	56	83
Purchasing & Supply (PG)	30	68	48	82
Engineering & Scientific Support (EG)	16	69	20	72
Clerical & Regulatory (CR)	80	89	82	91
General Labour & Trades (GL)	2	41	5	38

Table 12 suggests that the distribution of women in the public service will improve, both in terms of percentage representation and balance (Equity Index), but it will move so slowly that none of the groups examined are expected to achieve an equitable balance within the next 20 years.

Projected Representation of Women in the Senior Management Group

In 1988, 261 people entered the Senior Management (SM) Group. Two hundred and forty of these came from other groups within the public service, while 21 were recruited externally. Using the model to predict outflow from each of the "feeder" groups over a 20-year period, it is possible to arrive at the projected distribution of men and women in the SM Group, as shown in the following table.

Table 13
Projected Representation of Women and Men in the SM Group

	Men		Women	
Year	**Number**	**%**	**Number**	**%**
1990	1,642	85	289	15
2010	1,232	64	699	36

Table 13 shows that at the present rate of progress, women will still represent only about one third of the SM contingent by the year 2010.

CONDUITS: THE IMPORTANCE OF INTER-GROUP FLOW

The model reveals that women tend to move from one occupational group to another at a rate twice that of men. This is a major factor in changing the distribution patterns of men and women. Over half of the annual inter-group movements of women in the public service take place between five occupational groups, as shown in Table 14.

Table 14
Movement of Women Between Key Occupational Groups

		movement to				
		ST	**CR**	**AS**	**PM**	**SM**
	OUTSIDE	1,818	5,844	89	267	5
movement from	ST	—	777	157	37	—
	CR	383	—	370	1,267	—
	AS	4	16	—	101	20
	PM	—	47	46	—	11

These figures show the importance of the Administrative Services (AS) and Program Management (PM) groups as conduits for women to reach the Management Category. Twenty women moved to Senior Management from AS, which includes about 5,000 women, while only 11 were promoted from the PM Group, which contains over 10,000 women. The opportunities for women to be promoted from the AS Group are apparently much better.

CAREER PATHS AND CAREER PATTERNS

Apart from movement into and out of the five occupational groups described in the last section, there are a large number of other routes available to women (and men) who wish to advance in the public service.

In theory, it is possible to move from any group to any other by obtaining the appropriate mix of academic qualifications and work experience, and by applying for job openings at an appropriate level. In practice, as documented elsewhere in this report, many forms of inter-group movement pose problems and some specific exchanges are virtually impossible. Frustration with this aspect of the system is one of the reasons why some women leave the public service.

To examine the options used by women (including the separation option), the Task Force commissioned Statistics Canada to develop and analyze information on the career paths of public servants. Statistics Canada achieved this by means of a "cohort analysis" study.[1] A cohort analysis first selects a group of individuals with certain common characteristics — for example, a group of people of similar age who entered the public service in the same year. It then tracks the progress of the group over a specified time period. This allows the analysts to estimate the effect of a particular difference (such as being male or female) while other factors are constant.

The cohorts selected by Statistics Canada included:

- Persons working full-time in 1978. Career advancement was tracked from 1978 to 1987.

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[1] *"Longitudinal Career Data for Selected Cohorts of Men and Women in the Public Service: 1978 - 1987." Prepared by the Business and Labour Market Analysis Group, Statistics Canada, Ottawa. November 1989. A detailed summary of the paper is included in Volume 2.*

- Persons working full-time in 1982. Their career paths over the following five years were examined.
- Persons in the Senior Management and Executive groups in 1987. Their career advances over the previous nine years were analyzed.

Findings of the study included:

From the 1978 cohorts —

- Women generally left the public service permanently at a higher rate than men, particularly among the younger cohorts with low-to-intermediate pay levels. More exits occurred in the early half of the period (1978-1982).
- Women who left the public service subsequently tended to show a lower rate of growth in earnings than those who stayed in the service.
- Most of those who stayed remained in the same occupational group throughout the period.
- In the Clerical (CR) and other lower-paid cohorts, men advanced more rapidly than women.
- In the intermediate-level groups (Administrative Services, Program Administration, and Economics, Sociology and Statistics cohorts), there was little difference in the advancement rates of men and women.

From the 1982 cohorts —

- Most of those who stayed, remained in the same occupational group throughout the period.
- In the CR and other lower-paid cohorts, men advanced more rapidly than women.
- In all other cohorts, there was no significant difference between the advancement rates of men and women.

From the 1987 (Management) cohorts —

- Although a wide range of occupational groups provided entrants to the Management Category, people entered the category primarily from a small number of groups. These included:

  - for men, the Program Administration, Foreign Service, and Economics, Sociology and Statistics groups.
  - for women, the Program Administration, Administrative Services and Personnel Administration groups.
- Women rose in the ranks faster than men. This was particularly true of women who reached the EX Group.

LEAVERS

Chapter 3 raised the question of the rate at which women are leaving the public service. It was suggested that this high rate could explain in part why greater numbers of women are not appearing at the higher classification levels of most groups. The simulation model allowed this hypothesis to be tested.

As shown in Chapter 3, the ratio of women to men leaving the service is generally high. Using the model, the simulation was run using the actual rate at which women are leaving, and then repeated using a lower rate of leaving for women. The two sets of results were compared to see whether lowering the leaving rate produced significant improvements in the distribution figures. It was found that the rate at which the Equity Index increases with time is improved significantly in several groups by lowering the rate at which women leave the groups.

To summarize the issue of women leaving the public service:

- Women are leaving the federal public service at a higher rate than men from all categories except the Management Category.
- Due to the small numbers of women in the middle-through-upper levels of many groups, women leaving from these levels is a significant factor in preventing the groups from reaching an equitable balance within a reasonable period of time. Flow-rate analysis confirms that in many groups, reducing the rate at which women leave these groups and levels could significantly improve the rate of progress towards equitable distribution of men and women within these groups.

- Women are not leaving for economic reasons. Cohort analysis shows that women who remain in the public service fare better financially, and the interview series confirms that women left for other than financial reasons.

CHAPTER SUMMARY

This chapter has looked at the rate of progress of women towards equitable distribution in terms of representation, concentration and compression. In Chapter 3 it was shown that four groups account for three quarters of all women in the public service. This chapter shows that these same groups account for the majority of moves made by women.

The analysis made use of a model[2] that takes into account various factors influencing the rate of advancement of men and women. Use of the model indicates that the rate of progress towards equitable distribution will continue to be very slow. Over a 20-year projection period, none of the groups examined are expected to reach an equitable balance (defined by the Equity Index) and some groups show increasing compression of women to the lower classification levels. The model was used to establish that women leaving the public service from mid-to-upper levels of certain groups is one important factor in defining the rate at which these groups will achieve equitable distribution.

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[2] *Research Note: The simulation model used in this analysis and the Equity Index used to monitor compression were developed expressly for the Task Force. Resource limitations prevented the Task Force from developing these analysis tools to the extent they would have wished. The Task Force suggests that the Public Service Commission, in collaboration with other interested parties, consider devoting additional resources to further development and application of these tools as a means of monitoring progress towards equitable distribution of men and women within the federal work force.*

CHAPTER 5
What We Learned from the Survey

The survey of barriers to advancement in the public service, conducted for the Task Force by Statistics Canada, examined the experiences and perceptions of male and female public servants. The questionnaire was sent to a 10% structured sample of all public servants; it drew a 60% response, almost equally from men and women. Details of the design and sampling method, a copy of the questionnaire, and a tabulation of responses are found in Volume 2. This chapter describes what the survey revealed about the issues raised in our terms of reference.

To sift through the mass of data produced by the survey and identify the findings that responded to our terms of reference, the Task Force asked Statistics Canada to commission an analysis of the results. The report of the analysis, by Abt Associates of Canada, focused on:

- the **rate of advancement** for women and men in the public service as a whole and in segments of it;
- **barriers to advancement**: how frequently men and women mentioned specific barriers to advancement, and how men and women differed in the way they ranked barriers;
- **attitudes** of men and women, and how they differed in their responses to statements developed by focus groups.

The information on advancement tended to support and amplify the findings of the operational data, and the information on barriers was consistent with what we had learned from interviews and briefs. The greatest surprise of the survey was the degree to which men and women have sharply divergent perceptions of women's situation in the federal public service, and therefore different attitudes.

ADVANCEMENT

The analysis defines "advancement" as any increase in average salary (adjusted for inflation) between the time the respondent entered the federal public service and the completion of the survey. Some respondents showed no advancement. Those who had advanced were sorted by length of service. The analysis measured rate of advancement by the amount of increase in salary over the same period of service. "Rapid advancers" had a higher salary increase than slower advancers over the same number of years.

The survey showed that women who advance in the public service do so 5% more rapidly than men. This is not true in all categories, however. In the Scientific and Professional Category, for example, women at the junior and intermediate levels advance between 22% and 50% more slowly than men.

Among women, the "rapid advancers" are most likely:

- to belong to a visible minority;
- to have started in a term position;
- to be located in the National Capital Region;
- to have more years of service;
- to be in the Management Category.

Longer absences for language training are also associated with rapid advancement of women, but this may be an effect (training on appointment) rather than a cause.

Time taken off for pregnancy has a negative effect on rate of advancement. In addition, for employees who have not advanced, the length of absence for pregnancy or child care prolongs their stay at the same level.

Women — especially those in senior positions — are more likely than men to seek a developmental opportunity such as a secondment or a high-profile project. For men, the desire for a developmental opportunity decreases as they reach more senior positions.

Men and women sought promotion at the same rate over the past three years (and were turned down at the same rate).

There was therefore no evidence that women are less career-minded than men in the public service.

BARRIERS

The reasons most frequently given by men and women for being turned down for promotion in the last three years were:

- My manager/supervisor did not want to have to replace me.
- I was "not part of the group."
- My manager/supervisor wouldn't support my application.
- My manager/supervisor did not think I was ready.
- I am an Anglophone.
- My gender (more women than men cited this reason).
- My manager/supervisor did not give me information about the job.
- I didn't get along with my manager/supervisor.

In addition, women were statistically more likely than men to cite being turned down for promotion because they:

- were pregnant or planning to become pregnant;
- had young children or other dependents at home;
- wanted a job normally filled by a man;
- had taken child-care/maternity leave;
- could not relocate;
- worked part-time, or shared a job.

It is important to recognize that these responses apply to denial of promotion in the last three years. Clearly, a woman older than childbearing age would not have been turned down for promotion in the last three years for being pregnant, though she might have been earlier in her career. Therefore it is important to note that:

- 25% of women with young children (under 12 years) identified this as a reason why they had been denied a promotion in the last three years.
- 23% of women with young children stated that taking maternity/child-care leave had been a barrier to their promotion in the last three years.

Women in the Scientific and Professional, Technical, and Operational categories were significantly more likely than men to say that:

- they were denied a promotion because of their gender;

- they were denied a promotion because they wanted a job normally filled by a man.

In summary, women and men believe that the attitudes and beliefs or behaviour of managers and supervisors are the main barriers to promotion. In addition, women believe that gender stereotyping of jobs, gender and greater family responsibility are further barriers to advancement.

Concerning men and women who have advanced more rapidly:

- More women than men wanted a promotion in the last three years.
- Men and women who have advanced more rapidly were promoted at the same rate.
- Women gave the same reasons for being denied a promotion as men gave, with one notable exception; women also stated that they wanted a job which would normally be filled by a man.

Concerning men and women who have advanced more slowly:

- Women and men wanted promotion at the same rate, and were denied promotion at the same rate.
- Women were more likely than their male equivalents to identify as barriers their belief that:
    - their manager/supervisor did not want to replace them. (Women in the Technical Category expressed particular problems with such attitudes.)
    - pregnancy, having responsibility for young children and taking maternity/child-care leave were all barriers to promotion.

All women who have advanced, rapidly or slowly, listed similar barriers to advancement: notably, reasons related to their managers' attitudes/behaviour/beliefs and barriers related to their gender. However, women who have advanced more slowly were more likely to have barriers related to:

- managers/supervisors not giving information;
- inability to relocate;
- being too young.

ATTITUDES

In their responses to the survey, men and women showed sharply divergent perceptions of the situation of women in the federal public service.

One perception on which they disagree is the existence of a glass ceiling — an invisible but impassable barrier that prevents women from rising. Women overwhelmingly (67%) believe there is such a barrier, and this is true of women in all occupational categories. An even higher proportion (79%) of women managers in the public service say such a barrier exists.

Most men do not agree that women encounter a glass ceiling. This percentage increases with seniority; 62% of men in senior-level jobs do not believe women face an invisible barrier.

Another widely held belief among women (57%) is that they have to be better qualified than men to be promoted. Even more women managers believe this (79%) and so do more women in senior jobs (77%). Three quarters of men disagree, and 54% strongly disagree.

Employment equity and affirmative action programs are another area of disagreement. Most men in the public service (54%) believe that these programs give women an unfair advantage. This is particularly true among men in the Management, and the Administrative and Foreign Service categories, and rises to 66% among men in senior-level jobs. Most men in senior-level jobs (59%) also believe that employment equity programs have placed women in jobs beyond their expertise and training. The strength of this view diminishes in the lower levels of the public service. Overall, 46% of all male public servants hold this belief. Most women (53%) do not agree that employment equity places women in jobs beyond their expertise and training. The more senior the woman, the more she disagrees with this statement.

About half of the respondents (both men and women) believed that "men and women are treated the same way in my department" but only about a third believed this to be true of the public service as a whole. Nearly half (48%) of women and a third (33%) of men felt that managers and supervisors in the public service are often sexist. Forty-five percent of men and 34% of women disagreed.

Nevertheless, a surprising degree of support for sexist attitudes showed up in the survey. On stereotyping, 65% of men and 52% of women agreed that "some jobs are more suited to the skills men have, while some jobs are more suited to women" — and 28% of men and 19% of women "agreed strongly." Most people disagreed with the statement that "men make better managers than women do" but 20% of men and 11% of women supported it. Two thirds of men and 81% of women strongly disagree with the idea that "women should not expect to be placed in management positions that have usually been held by men" — but 7% of men and 8% of women supported the statement.

As to sexist jokes in the workplace, 39% of men felt "people are too sensitive" about them, while 39% disagreed. Of the women responding to this issue, 31% agreed and 51% disagreed.

Family responsibilities are a disadvantage when being considered for a job, according to 42% of women and 25% of men, but there was strong disagreement from 35% of men and 23% of women.

When asked about the statement that "women who are pregnant should not apply for competitions in the public service," more than half (56%) of all respondents disagreed strongly, and 68% of women disagreed strongly. Nevertheless, 21% of men and 13% of women agreed.

Seventy percent of respondents and 80% of women disagreed strongly with the statement that "raising children should be a woman's responsibility" while 14% of men and 7% of women supported it.

OTHER ISSUES

Access to Leave

By far the greatest number of leaves of three months or more reported by survey respondents were by women taking leave for "maternity/parental leave following the birth or adoption of a child."

No difference was found in the proportions of men and women reporting having taken educational leave. Women in the middle level of the Scientific and Professional Category had more leaves than their male colleagues, but there was no difference in the length of time taken.

No difference was found in the number or duration of language training leaves for men and women. Women in the senior level of the Administrative and Foreign Service Category took more leaves but there was no difference in the length of time taken.

Who Gets Paid While on Leave

Survey returns showed that men were more likely than women to report having received fully paid leave.

Disability leave: men were more likely than women to report having taken fully paid disability leave.

Maternity/paternity/child-care leave: men were more likely than women to report having taken fully paid care leave.

Education leave: men were more likely than women to report having received fully paid or partially paid educational leave.

Language training: virtually everyone, men and women, reported fully paid leaves.

THE HYPOTHESES

Apart from providing descriptive information about the perceptions and work experience of public servants, the questionnaire was designed to test a series of specific hypotheses contrasting the experiences of women to those of men. These hypotheses, which were developed from the results of a series of focus groups and other sources, helped to refine the Task Force's understanding of barriers faced by women in the public service. The hypotheses follow, together with a summary of the findings of the analysis.

Hypothesis 1

That women advance more slowly than men in the federal public service.

(Refuted in general. True for the junior and intermediate levels of the Scientific and Professional Category, where a large concentration of women (5,572) can be found.)

Hypothesis 2

(a) That a majority of people in the public service support employment equity principles.

(Confirmed.)

(b) That some men in the public service support the principles of employment equity but do not support special programs (affirmative action) for women, particularly during restraint.

(Confirmed: Women, in general, support such programs. A majority of men do not.)

(c) That some people, both men and women, who agree with and support the principles underlying employment equity are not fully aware of the degree of discrimination that some women face in the workplace.

(Confirmed.)

Hypothesis 3

(a) That barriers identified by women will include the need to assume responsibility for the family, sex stereotyping and discrimination.

(Confirmed.)

(b) That there will be no difference between men and women in the perception of the importance of some other possible barriers, including:

(1) first language;
(2) relocation;
(3) being Anglophone or Francophone;
(4) ability to get along with one's supervisor;

(5) supervisor/manager believing the employee was ready for promotion.

(Significant differences were noted in regard to issues (2) and (5).)

Hypothesis 4

(a) That women are more likely than men to depend upon formal mechanisms for getting ahead in the public service, and men are more likely to use — or to try to use — informal networks.

(Women depend more than men on formal mechanisms for getting into the public service, but there were no significant differences in using formal/informal mechanisms for advancement.)

(b) That formal programs useful for advancement (Career Assignment Program, Corporate Assignment, Special Assignment Pay Plan, Temporary Assignment Pool, etc.) in the public service have assisted the advancement of men more than the advancement of women.

(Neither men nor women made significant mention of the importance of these programs.)

(c) That men are more likely than women to be released on education and language training leave.

(Refuted. Same amount of leave taken, but men more likely to be paid, fully or partially, while on educational leave.)

Hypothesis 5

(a) That not all women and not all men in the public service want to advance, and more women than men will say they are satisfied with their current position, but that women will be more likely to give non-work responsibilities as the reason why they are satisfied to stay at their current level.

(Refuted. Men and women expressed a similar degree of interest in promotion possibilities, except in certain specific areas.)

(b) That women's career plans for the immediate future (three to five years) will be similar to men's.

(Confirmed.)

(c) That the most important measures identified by women for improving their rate of advancement will include actions that reduce the pressures related to working while being responsible for young children, and actions that reduce discrimination and sex stereotyping.

(Confirmed.)

CHAPTER SUMMARY

The responses to the questionnaire survey have produced a bank of data rich in information about the experiences of public servants with respect to working conditions and barriers to developmental opportunities and promotion. The results of the survey provide valuable insights into the barriers for men and women within the federal bureaucracy. Nevertheless, it is important to consider the findings of the survey in context, as an important element to the picture, but as one element only.

Chapters 3, 4 and 5 have examined some aspects of the distribution of women in the public service in terms of numbers. The examination has focused principally on distribution statistics, advancement rates, mobility patterns and other numerical parameters that define women's position in the federal labour force. This tends to portray the issue of employment equity as simply an exercise in applied statistics, which it emphatically is not. The Task Force research went far beyond the numbers. Several lines of research were specifically designed to elicit personal observations; to examine the human aspects of the issue.

The following chapter goes beyond the numbers to look at barriers to advancement in human terms.

CHAPTER 6

Barriers – Beyond the Numbers

> **I did have enough sense to use only my first initial on my publications. One scientist showed surprise on finding that I was the author of a certain article and remarked "Gee, if I had known that, I wouldn't have read the paper."**

The barriers faced by women in today's public service are for the most part less obvious than those of the past. The regulation requiring women to resign upon marriage (which was revoked for the public service, with some notable exceptions, in 1955) was an easily identified barrier, with a readily apparent solution.

Today's barriers are generally more subtle and integrated, forming an intricate pattern of confinement and limitation, rather than opportunity.

Adding to the difficulty of addressing today's barriers is the phenomenon of "lip-service." It is no longer as acceptable as it once was to be open about airing sexist attitudes, but this does not mean that they have disappeared. They are simply harder to prove. As one woman in a non-traditional job recalled:

> **Our Regional Chief usually greets me with a smile and a big "Hello" — but has emphatically stated that women shouldn't be doing this kind of work and that he didn't want any more female technicians hired. To the Deputy Minister, to whom I was proudly introduced as the only female technician, he said "If we could find more like her we would hire a dozen!"**

Verbal support expressed by senior management for the challenges faced by women in the workplace is infrequently backed by substance. An annual senior management meeting to review lists of "high flyer" female employees is often the full extent of attention given to the issue in many departments. This is followed by a return to business as usual.

In seeking solutions, the highly structured nature of the federal public service makes it tempting to focus on barriers that are built into the system itself. There is comfort in imagining that the amendment of a regulation and the implementation of a new policy will, on their own, provide a "quick fix" solution. With few exceptions, such is not the case.

Rules are vulnerable to the will of those who use them. The same set of regulations, in two different sets of hands, can produce widely different effects. Regulations and policies can be used to facilitate or complicate any transaction. This effect is particularly evident in areas of flexibility such as secondments, training, job-sharing, hours of work and so on.

From our research, both numerical and anecdotal, a consensus on the most significant barriers emerged. The nature of the barriers and the extent to which they are a factor varies somewhat depending on the type of work a woman is doing. For example, the barriers faced by women in the pink ghettos differ to some extent from those faced by women in senior management and those confronting women in the non-traditional trades. It is clear, however, that the most significant barriers derive from attitudes. Let's look at these under three main headings: attitudes, corporate culture and balancing work and family responsibilities.

ATTITUDES

A Woman's Place

> **I was talking to a Grade 7 class and one boy kept saying "What a joke. Women or girls can't be firefighters." I said I had been doing it for twelve years, so I guess girls can become firefighters. He just shrugged his shoulders and slouched back in his seat. He wasn't going to listen to any of this garbage.**

The defining of "a woman's place" starts early and is deeply ingrained in both men and women by the time they reach the work force. As outlined in Chapter 3, "a woman's place" in the federal public service is quite clear.

The majority of women are in support, not supervision; administration, not management; conventional occupations, not non-traditional fields.

The questionnaire survey results highlight the extent to which both sexes continue to relegate women to "their place." Across the public service as a whole, 65% of men and 52% of women believe that some jobs are best suited to one gender or the other. In the management ranks, 56% of men and 30% of women hold this to be true. Twenty percent of men and 11% of women believe that men make better managers than do women. In the ranks of senior managers, 16% of men and 2% of women believe this.

The stereotypes at work in the federal public service derive to a large extent from women's traditional roles — mother, wife, daughter. Let's look in more detail at what these stereotypes are, and how they operate in the federal system to constrain the progress of women.

One of the most basic beliefs is that women, especially those with children, lack ambition and have no valid (that is, economic) incentive to progress. As a female clerk expressed it:

> **The RCMP view women as wives and mothers. (I have been told) my work is "something to do until you marry and have children." There is a belief that women do clerical work because they like it and are good at it.**

There are women and men who enjoy clerical or secretarial work and have no desire for promotion in their current group or to make their way up the ranks. However, when this assumption is applied to all women in the support ranks, it becomes difficult to surmount.

Chapter 2 provides statistical information about the growing number of female heads of household. Yet there is a persistent belief that men do serious work to support their families, while women undertake trivial tasks for pin money. As one male middle manager expressed it:

> **(Women who have been out of the work force raising children) are not career oriented, but want as few responsibilities and pressures as possible and are content to earn a nice little supplementary income.**

The questionnaire survey results indicate that across the public service as a whole, women are slightly more likely than men to want a developmental opportunity (57% versus 53%). This desire increases for women as they move into more senior positions, but decreases for men. When it comes to seeking promotion, women (53%) and men (52%) expressed a desire to be promoted at approximately the same rate.

When operating in tandem, the views that women lack ambition and the incentive to seek promotion can produce formidable obstacles for women trying to advance. Let's look at how these stereotypes surface in the workplace.

One of the most commonly cited frustrations expressed by women was their inability to acquire developmental training. As a male manager observed:

> **The training opportunities offered to women in the public service are limited and seem chiefly confined to making them better at their existing jobs — when what is really needed is to give them the marketable skills to break into other areas.**

Even movement within the pink ghettos can be restricted by denial of developmental training.

> **Management does not approve courses taken by clerical workers unless they relate directly to their position. I had signed up for a word processing course at the advanced level, having already completed the beginner level using my own money. Rather than consider a transfer to even the steno pool (where perhaps I could work my way up to supervisor) I was refused reimbursement costs as it did not relate to my position. A closed door to getting ahead ... A prerogative set with tunnel vision.**

The Treasury Board staff training policy states that "training related to employee personal development or career advancement which is not related to the employer's human resource requirements is the responsibility of individual employees." This policy and its narrow interpretation when applied to support staff remains one of the greatest systemic barriers for members of the pink ghettos who want to advance. Although the policy allows for leave without pay or some reimbursement for courses taken outside working hours, these provisions provide little relief for those wanting to take Public Service Commission courses that are often available only during working hours. These are also the courses most likely to be desired or required for advancement.

This lack of flexibility is often coupled with a second obstacle — the "We can't afford to lose you" syndrome.

> **Many bosses do not want to lose a good secretary and will deliberately hold her back from training, acting assignments, etc. and may even rate her lower than deserved on her performance appraisal or give her a lukewarm reference to prevent her being successful in competition.**

When asked in the questionnaire survey why they believe they have been denied promotion, 25% more women than men cited "unwillingness of management to replace me."

Nor does actually doing a specific task guarantee that a woman will be seen as the logical choice for related training. The following is a case in point.

> **When I was in management information processing I had been doing a lot of work back and forth in Washington. I had a lot of experience and really knew more about it than anyone. The Director of the division called me and said that they really wanted a hot shot to go down to Washington for six weeks to learn all about it. Neither one of the men he was considering knew as much about it as I did. They did not even consider me although I was doing it all.**

The traditional view that defines ambition as the desire for promotion and increased salary still prevails as the standard for judging an employee's commitment. One woman who quit the federal public service explains:

> **I felt that because I was no longer interested in senior management I was no longer a valuable employee. I wasn't perceived as being ambitious. They didn't realize that ambition can go laterally as well as vertically.**

A large number of women identified the lack of bridging programs as the second frustration arising from these stereotypes. These on-the-job opportunities to leave the pink ghetto, move from middle management to senior ranks or to progress from the technical to professional ranks have all but disappeared in the last ten years. As one female middle manager put it:

> **I don't think I would ever have gotten here based on today's standards for bridging the gap. There aren't the administrative trainee programs anymore, there aren't many ways of bridging that gap.**

Even for women who already possess the required education and experience, there is a lack of mechanisms or will within the system to facilitate a better use of their abilities. Only a handful of respondents to the questionnaire survey mentioned bridging programs as likely developmental tools. Some women have had to quit the federal public service and re-join at a higher level to "bridge the gap."

> **I joined External Affairs as a SCY-1 in 1981, with an honours B.A. and two years teaching experience in Nigeria. I worked as a secretary for four years at the Canadian embassy in Bangkok. On my return to Canada I consulted with my personnel officer about career advancement opportunities, producing my last appraisal, rated as outstanding, and references from my various supervisors....She informed me that there were no avenues by which secretaries could switch to the PM group. I took education leave to pursue a scholarship program to a Master's degree in Public Administration. When I was due to graduate, I was advised that there were still no opportunities. I then resigned from the federal public service until I was able to enter the foreign service from the outside six months later.**

The progress to date of women in the Senior Management and Executive categories may be attributable in part to the mechanisms put in place to provide counselling and training to women in the feeder groups. A large gap still exists in other areas, especially for those wanting to leave the pink ghettos.

> **What about the rest of us — the vast majority of female staff in the lower clerical and secretarial levels? What about encouraging advancement from within? What about programs to provide women with the opportunity to advance to the low and middle management levels? Why does everything appear to be for the senior levels?**

We are aware that some departments have set up internal bridging programs or programs that include a number of departments with likely prospects for rotational assignments. Although some of these may work well at officer levels, they are often less productive for support staff. A male manager describes the problem:

> **Even when alleged developmental opportunities are offered, they tend to be laterals in disguise. Our secretary, who wants to get into the audit field, was offered a developmental secondment at the AS-1 level by the Treasury Board. First, the pay was changed to continue at her SCY-3 rate and then, as the secondment developed, she discovered more and more that all the receiving department wanted was a free secretary. My conclusion from this and other observations is that most secondments relating to women are, at best, laterals in disguise, and do absolutely nothing to create developmental opportunities.**

Nowhere is gender stereotyping more apparent than in the challenges facing women moving into the non-traditional trades. The first hurdle lies in being taken seriously as a candidate for such a position. As a female carpenter recalled:

> **After I had waited a year to get into a pre-apprenticeship course my apprenticeship counsellor, with whom I had been dealing all along, neglected to tell me that the course start date had changed. When I went in he said "Oh, gee — I'm sorry, but that course started two weeks ago." I think it was because he wouldn't take me seriously.**

Nor are solid educational credentials and hands-on experience always enough to overcome patronizing attitudes, paternalism and resentment. As one woman wrote:

> **I obtained my diploma in Naval Architecture...graduating at the top of my class. I was interviewed by a panel of four people and found the vein of questioning and the delivery highly insulting. "Do electronics scare you? Do power tools or hand tools scare you? Are you afraid to get dirty?" I had spent the previous summer in an electronics shop at the Institute for Marine Dynamics and had run my own test project. Both facts were clearly outlined on my résumé.**

Even in an office environment, the stereotypes persist for women in technical areas, as this woman in a large operational department describes:

> **My job is Informatics Officer. I offer informatics support for informatics software and computer hardware, as well as administer the office automation system. I am often trying to help one of the men on the floor, but am pushed out of the way or asked ridiculous questions such as "Check the dip switch. Do you know what a dip switch is?" This is my job. I am fully qualified to perform this job and I resent having some man assume that because I am female I don't understand the mechanics of the equipment involved.**

The pioneer women who are entering the non-traditional trades meet not only frustration but also resentment that they are able to succeed in these fields. As a female pilot recalled:

> **One guy in the Yukon got me mad. He wanted to know what the hell I thought I was trying to prove, that this isn't fun up here, this isn't summer camp, this is dangerous stuff. If a woman could do it, it became less dramatic.**

Strong feelings that women need or want to be coddled or protected are still prevalent in the workplace. A female forester describes this stereotype in action:

> **When we were dropped off to do some work the pilot would hang around and not want to leave because he just didn't feel right about leaving two women with just a tent on a bald hillside at 35 degrees below.**

Preventing a woman from demonstrating that she is capable of performing the full range of duties of a position ultimately leads to an assumption that she is incapable of doing the job.

> **When I hear stories about how women are being pampered, I always say that women are often not given the same tasks as men on the job because the men don't think women can do them. The women are perfectly willing and able but aren't given the chance. So they are being forcibly pampered.**

Woman as wife, woman as daughter, woman as mother. These traditional domestic roles, carried into the workplace, hamper women's attempts to be treated in a professional manner.

> **There is a scientist who is a bit of a mentor. He's older and I consider him to be a good friend, but I will do something and he will say "good girl." ... I'm the same age as his daughter and that's the way he treats me.**

. . . . .

> **I think to some extent my boss sees me as the one Division Chief who will do what he wants me to do. I will be good, the good girl.**

. . . . .

> **I think I am often treated like somebody's daughter, not just by my boss, but by the public service in general.**

The stereotypes surrounding women with children seem to be particularly difficult to overcome, and are most often reflected in the selection process.

> **(The manager told me) that a female candidate told a selection board that her child's health came before her work, so her application was dismissed.**

. . . . .

> **Once I was a member of a selection board, and the other members (all male) were asking dumb questions such as "What are your intentions about family?" and so on. One candidate was a man so I asked him "What about your family? How many children have you got? What are your intentions about enlarging it? Is it going**

> to interfere with your work?" ... He was so discomforted and so were the others on the board... But how else do you make the point?
>
> . . . . .
>
> After seeking my superior's opinion re my lack of success in competitions, he suggested that I should perhaps "spend more time at home with my child." It seemed that my fate was sealed right then and there.
>
> . . . . .
>
> It was really important for me to get this one position so I studied and studied.... A lot of people came up to me afterwards and told me that I had done very well. It was all males and all economists who ended up getting the positions. I went to the Chief of Training and asked her how I could have done better. She told me that I was magnificent and that I couldn't have done better. But she said that I was married and had a small child and therefore I wouldn't be able to travel. My mother lived with me at that time and she could have looked after my child while I was out. But she didn't even ask me.
>
> . . . . .
>
> I took extra training at night which was difficult as I had two small children at home and was pregnant with my third. With this course in gerontology and my certified nursing assistant experience, I was more than qualified to be a WP-2 counsellor. I competed and always came second. The men who came first had no more, and usually less training ... My name was put on an eligible list, but acting appointments were given to two men instead of myself. I was told by my supervisor that it would be hard for me to travel, having young children, with winter conditions.

This slighting of women's capabilities and contributions ultimately leads to a second set of attitudes that can be frustrating and almost insurmountable.

> I found that as a woman, one had to be even more careful because people, particularly men, sat in judgement to make them feel they hadn't any proven records.

Because women's efforts are undervalued, there is scepticism regarding their credentials and experience, and a double standard imposed with respect to how they are judged.

> **I still meet men who are astonished by the level of my capabilities on the job. Some have made it clear that their astonishment is because I am a woman.**
>
> .....
>
> **Women have to prove their excellence over and over as they move from one job to another while men take their credentials with them.**

When asked in our questionnaire survey if women must be better qualified than men, 57% of women across the public service said "yes" while only 18% of men agreed. In the management ranks, the percentage of men agreeing with the proposition held steady at 18%, but climbed to 79% among management women. In the Administrative Support Category, 53% of women and 16% of men felt that a woman needed to be better qualified than a man.

The process of "earning her credentials" is not an easy one for women. Where it is assumed that a man has or will develop certain abilities, a woman must have a concrete record of achievement or experience. This becomes an important factor at several points in the screening and selection process, and in more informal opportunities such as acting or "stretch" assignments.

> **Lack of supervisory experience really hurts a woman in the executive ranks. Somehow we can see a man with an English degree who has never supervised as an executive, but we can't see a woman the same way. It seems that it is critical for a woman to have had the actual experience, while we will say of a man, "Well, you know, he hasn't supervised anybody, but we know he can."**
>
> .....
>
> **I've also found that women think that to win a job competition and be promoted to a new job they must know all about it. Men are different. Men get a new job and then go on to learn what it is all about.**
>
> .....

> **The one woman instructor who had been there had been deemed unsuccessful. I said "What did you base your judgement on?" And they answered "Well, she couldn't teach." I said "Had she ever been allowed to teach?" And they said "No, we knew she couldn't teach."**

This scepticism is not confined to the office, but carries over to the non-traditional work site.

> **As a construction carpenter you go on new jobs all the time ... So every time everybody is going to ask "What is she doing here? Am I going to have to carry her boards? Am I going to have to do her work?" Or "What is she after anyways? Sex?" Every single time you have to prove yourself.**

What is needed to overcome this scepticism? More work, more hours, more responsibility.

> **You must make sure that a woman is visible and that she has a heavy workload, because a normal workload will not impress anyone.**

. . . . .

> **Even my best male managers, who I know really want to give women a chance, still have great difficulty. The women they pick for jobs have a proven track record — a very, very high ratio of delivery all the time. These are the women who are finally able to make it to the senior levels.**

. . . . .

> **You cannot afford to leave an 'i' undotted or a 't' uncrossed because every little chink, every little careless word, written or spoken, is a good reason to say that you are less than competent.**

. . . . .

> **Women tend to feel that they have to do a little bit more and make sure that it is perfect. It's because we are expecting to be judged all the time.**

The double standard outlined earlier is exhibited in the workplace in a number of ways. For example, women are often excluded from competitions due to unjustified educational requirements. One man described a situation in his office:

> The District Director is a graduate of vocational school. A Clerk in the regional office has successfully graduated from the same school with excellent marks. She has, in addition, nearly one full year of the two-year technical institute course, several years of experience with the department and some evening technical courses. The department refuses to allow her to apply for an EL-1 training position. The department first told the Clerk she could not be accepted because the union would object to this 'lowering' of the standards. The IBEW stated that they had no objection. The department then claimed that the PSC would not accept the Clerk for a referral. When the PSC accepted her qualifications and referred her for an interview, the department flatly refused to accept her; she was screened out and not allowed to compete.
>
> She was originally a CR-4, then had to quit to attend school full-time. She is now a CR-3, better educated but worse off than when she started pursuing her goal to better herself.
>
> The District Director has fewer academic qualifications than the Clerk. Do you really need higher academic qualifications to be an EL-1 than to be an EL-7? Or do you only need them if you are female?

The double standard is also reflected in the use of the appraisal system. It can be hard to find the fine line of acceptance.

> A woman who works in personnel came to me very upset. She had been sitting in on employee appraisals and she noticed that every time they came to a woman they said that she was either too docile or too aggressive. She said that she had seen some of these women work and they are tremendously smart, there's nothing wrong with them. But this is how they were rating these women all throughout the appraisals.

.....

> (For a woman) assertiveness translates into "interpersonal problems" on appraisals. A man becomes a high flyer with a meteoric career.

.....

> **I think women are discouraged from selling themselves. You know we hear about the aggressive woman, the bitchy woman, the forward woman, the castrating woman, etc. So women are socialized not to be that way. You tend to take a lot of this unwarranted criticism to heart. There is an enormous double standard when it comes to how men and women are judged.**

This brings us to another attitudinal issue that was often raised in our research, modesty. This attribute that many women possess can work against them professionally.

> **Women, for instance, through their up-bringing and culture, tend on the whole to be more modest than many of their male colleagues about their accomplishments. They tend to be overly modest in reporting their accomplishments, or at least, less prone to exaggerate.**
>
> .....
>
> **Women being interviewed want to emphasize what they have done before because they are not at all comfortable in selling themselves.**
>
> .....
>
> **How you get from one assignment to another has a lot to do with how you sell yourself and how you make yourself known. I think women find it difficult to pull the strings.**

The stereotypes and attitudes that have been addressed and many others that also have arisen work together to form a pattern that either excludes, undervalues or belittles the contributions of women. The extent to which these stereotypes are unacknowledged, allowed to flourish without censure, and in fact, with tacit or open approval, leads us to consider another barrier to women — that of the corporate culture of the federal public service.

CORPORATE CULTURE

"That's how we do things around here."

> **Historically, rules and regulations were designed, composed and written by men. Never did they think that there might be a different viewpoint, another side of things. Women bring something very different, culturally very different, as they should.**

"Corporate culture" refers not only to the rules and regulations of an organization, but also to the informal structures and codes of acceptable behaviour that operate in that environment. The federal public service has a distinct culture, as do individual departments.

The corporate culture of the federal public service can best be described as an "old boys' club."

> **The first thing the Government did was to take their documentation and change it to his/her, he/she, but meanwhile it is still a male world. There's always that little thing in there that is hidden that you, a woman, can identify. If you were to stop them and tap them on the shoulder they'd say "You're crazy. You're exaggerating. You're one of those feminists who is always trying to push women ahead." It's always there.**

The solution, however, is not as easy as a quick change of pronouns. Culture is more subtle and pervasive.

> **On a recent PSC course, a video presentation never showed a woman teaching the skills, only learning from a man. She was twice the victim of a car breakdown in which she called her male friend to correct a coil problem and to bring gas to her. She was shown as unable to handle the situations herself, while he was always shown in a positive and confident manner showing her where she had "gone wrong."**

The "old boys' club" excludes women both physically —

> **I am on a board of directors that always has a fishing trip the weekend before the annual meeting. I cannot see myself on this fishing trip with 14 men. But somewhere over the course of this fishing**

> **trip they are going to be talking about the annual meeting and the strategies to approach various things.**

and psychologically —

> **How does a woman operate in this system? A great deal of thought has to be given as to how a woman is prepared for this because I don't think that women think in the same way as men. If she does think the same way she tends to become a little too masculine in her approach. Women must be in positions of responsibility in the federal public service not only because of their knowledge, but because of the ways they deal with people and their problems. And you don't want to kill that by turning them into little artificial men.**

Many of the pioneer women in the senior ranks of the federal public service felt they had to become as masculine in their management styles and indeed in their physical appearance as possible in order to survive. This narrow band of acceptable behaviour for women has loosened only minimally over time. The "normal" model is that of a male, with women still judged against that norm.

> **You have to make sure that you behave in an acceptable manner by a man's standards. We are still in a male-dominated era.**

The relegation of women to an outer circle of secondary consideration makes them less visible in the workplace as serious professionals. This "invisible woman" effect surfaces most strongly when decisions are being made about "stretch assignments." These opportunities, usually secondments or acting appointments, are often the most valuable paths to increased exposure, challenging work and eventual promotion. Many respondents felt that women are all but excluded from these opportunities.

> **The kind of discrimination which concerns me is ... the invisibility of women in the informal selection process which identifies officers with potential and grooms them for the future.**

. . . . .

> A good number of my male colleagues have been given active boosts to their careers by being staffed into high-profile jobs, often as underfills, and working for high-profile supervisors. Not surprisingly, they have done considerably better in terms of appraisals and promotion, not just because they are able officers, but because they have been given the training and monitoring to make them even more effective.

. . . . .

> In one case, a young man was given all the interesting assignments and developmental opportunities despite the fact that there was a woman who had been there for years, knew the place inside out and was very capable. I have no doubt believing that this is a very widespread phenomenon.

Many women who wrote to us acknowledged that they manage in a different style than men.

> I think women are far more flexible and democratic than men. We tend to measure output rather than whether you checked in at eight and left at five. If I want a report by a certain time, I want the report. It doesn't matter if an employee leaves early and works at home as long as I get the report. But I'm not sure men are ready for that. I think that men are afraid that we might break down the structure of things.

. . . . .

> My view of the world and that of my male colleagues is different, as it should be. That's why we all complement each other. It's so rich to have diverse views regardless of language, race, origin, gender, whatever. I don't believe that this has been nurtured in the public service. The dominant model has been a military one which has been very successful! It's male. Very hierarchical. And paternalistic in the sense "If you do what you are told we will look after you." Women work much better in a collegial atmosphere, teamwork. I think men have difficulty working in that model.

Women's frustrations arose because this different style, even if successful, was often met with disdain or even hostility.

> **If your boss has an idea about you, you don't know what he is thinking because he is not conscious of the fact that he has judged you. You know sexual harassment when it happens ... But this other thing, how do you deal with it?**

. . . . .

> **Our intelligence is insulted by management and our negative experiences laughed at or ridiculed by the men who work in the branch.**

Hostility directed towards women in the workplace often emerged when women stepped out of their stereotyped roles. The resentment aroused by promotion to a supervisory position or entry into a non-traditional job was often cited as the catalyst for hostile behaviour.

One woman in a non-traditional position remarked:

> **When I was in the process of divorcing my husband and very unsure of my future, my boss used to remark that if he were my husband he would "beat me black and blue."**

Another woman, employed as a systems "trouble shooter" at a large technical department, wrote:

> **I have received comments such as "Why should we listen to you? You aren't an engineer. You're just a stupid woman."**

The hostile behaviour sometimes takes the form of sexual harassment.

> **When I first started working as a clerk, I was the only female in that office. I believed that the looks, comments, treatment, were what every woman had to put up with. I would blush, avoid and ignore certain co-workers. I was told that the woman who was in the position before me had quit in the middle of the day, crying. The comments were that she had no sense of humour.**

Many of the women we heard from on the subject of sexual harassment were outraged not just by the behaviour itself, but by the workplace culture that allowed the harasser to emerge unscathed, while the victim was accused of having "inter-personal problems" or of not being "a good sport".

> **My superior would ask me out at least once a week. As my tolerance level became thin, I made my position clearer.... His affection soon turned to personal harassment, although he stated that I knew exactly how things could get better. After several years I was no longer alone, so several of us put in a complaint to the Public Service Commission. It is two years later and our complaint is still not settled. The harasser is doing quite well — supervising and acting in the manager's position. I moved to another town. Others involved have resigned, transferred or remained there in frustration. All of us are considered as problems, not the harasser.**

.....

> **The real problem is not that one man exists who upsets so many women, but that all of us who went quietly to management and to personnel were hushed, or told something would be done, or told we were trying to cause trouble in a nice office environment.**

.....

> **I was harassed by one gentleman so much that I had to go see his manager (who is also mine) and tell him that unless he did something about the situation I would have to file a grievance. They talked to him, made him apologize to me, but I am the one who received a poor evaluation and was told that I don't interact well with others and have a bad attitude. The gentleman in question received a glowing evaluation.**

In response to the questionnaire survey, 40% of men indicated that they believe "people are too sensitive about sexist jokes in the workplace." For men in senior management, the figure was 31%.

Many of the women we interviewed who had quit the federal public service agreed that the pervasive male corporate culture was a major cause for their exit.

> **While the work is fascinating, you come up against a network of relationships that are very hard to penetrate. Women feel that they are not accepted. They feel that men are trying to keep it as much as possible a male environment.**

.....

The department I worked for was very male-dominated. It's not that you are discriminated against, its just that you feel alien so much of the time.

For women in the federal public service, these first two barriers — attitudes and corporate culture — create an environment of estrangement and disaffection. The nebulous nature of these barriers makes them difficult to substantiate and challenging to remedy. The third barrier, in contrast, is a concrete, everyday reality for many women — balancing work and family responsibilities.

BALANCING WORK AND FAMILY RESPONSIBILITIES

"Doing it All"

Should a woman not have any children, or forget the ones she has?

Aside from the stereotyped attitudes surrounding women with children, the practical aspects of meeting both the demands of a career and those of family obligations can be overwhelming. Most often these responsibilities are related to child care, but elder care is an increasing responsibility for the ageing work force, as are other family obligations.

The demographics of the ageing population and the influx of women into the work force have been outlined in Chapter 2. The federal public service has done much to meet these demands in recent years, but much remains to be done.

Efforts to accommodate the demands faced by working mothers have been seen as "concessions" — extra privileges given to women. Given that society requires and presumably also desires that the population continue to renew itself, women, as the only gender capable of childbearing, will continue to require the time and support necessary to do so. The nature and extent of this support varies greatly in the workplace and will continue to fuel debate for some time. Whatever its bounds, such support is still not regarded as a reflection of society's needs, but as "special favours" for women in the work force.

Child-care provisions and maternity leave create some resentment in the corporate culture of the federal public service.

> **Since I came back from maternity leave there have been some negative feelings, snide comments about how nice it is to have me back at work after all that time off.**

One brief reported:

> **Valid certified leave, taken to nurse a sick child, was remarked on detrimentally in my appraisal.**

One woman sensed a different reaction if the caregiver was the father. She feels that:

> **If she takes time off work to put a child in school, the attitude is that she is letting family interfere with her career. The implication is that she is not really serious. If a man takes the same time off, he is making great efforts to be a good father and is lauded for his actions.**

Recent progress notwithstanding, most of the women addressing their concerns on this issue to the Task Force felt that child care, elder care and domestic chores are still overwhelmingly the responsibility of women.

> **Women are still the prime caregivers. I still don't think that there are enough support systems for women to allow them to get ahead. I still think women do most of the homemaking. I don't think men have reached the point where they are doing equal work in the home. Some men are, but most men aren't. Women are tired, having to juggle a job and the family. That's still an impediment to getting ahead in their careers.**

. . . . .

> **I think women tend to carry greater family responsibility than men and have been more supportive of their husbands than the husbands have been of their wives. If the husband gets a promotion, the wife is more apt to adapt her career, whereas there aren't many men who would do the same thing for their wives.**

. . . . .

> **I know damn well that I probably work much harder than most of my male counterparts. I don't come in until 9 o'clock but I also didn't get here at 7:30 and have my coffee and paper delivered to me; and I don't go home and have my paper ready for me while**

> **someone cooks up my meal. I'm not looking for special treatment, but don't make life so difficult when I have to go home to my family.**

As we noted in Chapter 5, the results of the questionnaire survey indicate that women are statistically more likely than men to say that within the last three years they were turned down for promotion because they had young children or other dependents at home or because they wanted part-time work or job-sharing to allow them to accommodate family responsibilities. Twenty-five percent of women with children at home under the age of 12 identified this as a reason why they had been denied a promotion in the last three years. Twenty-three percent of women with young children at home stated that taking maternity/child-care leave had been a barrier to their promotion during the same period.

The barriers that women are experiencing, as they seek to juggle their work and their families, range from the most obvious, day-care, to the lack of flexibility in the system. These are coupled with a number of gaps in the system with respect to leave and compensation.

Three options for women who want to spend more time with their young families are part-time work, job sharing and care and nurturing leave. All three, however, have significant economic limitations. These are dealt with in Chapter 7.

In addition to the compensation issues, job sharing, part-time work, spousal relocation, care and nurturing leave and compressed hours have another significant downside. All are subject to management approval.

> **My manager decided that because we were in a period of restraint, all women who were on part-time would have to go back to full-time or forget it. People who were on a compressed work week had to go back on a regular work week.**

.....

> **I requested part-time work and it was denied by the ADM. The DM directed that part-time work be available on a trial basis for four months. During that time I was sent on six business trips in the course of three months, compared to two half-day trips a year**

> **in the three years previous. Only one week after the commencement of the part-time work week, my manager told me that under no circumstances would the arrangement be continued after the four month period. Last week was the end of the trial — all goals were met (despite having been expanded during the trial period) but the arrangement was terminated nevertheless.**

Allowable child-care expenses are another issue that hampers women in the workplace.

> **The amounts allowed for child care while mothers travel on business are inadequate and would not meet, for example, minimum pay requirements set out by Ontario legislation for domestic employees.**

This issue is also discussed in detail in the following chapter.

Training presents a problem for many women with young families.

> **One time we offered training courses to women in conjunction with Algonquin College. Men could go on these courses as well, but they were really for women. The men taking these courses could go home and do their homework. The women still had to look after the kids, cook dinner, etc, so they just did not have the time to do their homework. We had to give the women time at work to do their supplementary work for the course. That was the only way these women could stay in the course.**

Residential courses, especially those of several months duration, are virtually impossible for women with children to contemplate attending. For married men with families, they may pose an inconvenience, but not an insurmountable obstacle. The nine-month residential course in Cornwall, Ontario for air traffic control trainees is a case in point. This is discussed in more detail in Chapter 7.

Increased flexibility in accommodating family responsibilities is key to integrating the changing work force and ensuring the maximum return on the investment of time and money. The following two quotes highlight the new reality of women in the workplace.

Right now we've got mechanical solutions coming out of our ears. We've got action programs, we've got this, we've got that. But nothing is being done about the real problems in the so-called "softer" areas. Can we underestimate the importance of childbearing and childrearing to women? Women endure increasing stress from conflicts between their jobs and their family responsibilities, and society still requires women to accept those responsibilities.

. . . . .

If you admit you are having problems coping with a family and a career then you are considered unprofessional. I still think we have a very long way to go before the caring dimension of life is legitimate in business, career and any other dimension of life.

Earlier in this chapter we remarked that the impact of these barriers differs to some extent depending on the department in which a woman was working and the nature of the work she was doing. To illustrate this point, let's now look at how the barriers operate in four specific situations.

CHAPTER 7

Special Situations

During our interview process, in the spontaneous briefs and consultations, and in the comments volunteered at the end of the questionnaire, we encountered four situations that required special consideration. In all four cases, we undertook further investigations to be sure we understood what we had been told, and to examine the effect of these situations on the advancement of women in the public service.

In this chapter we will report what we learned. First, we will look at compensation issues and the "secondary" work force — women in part-time and short-term positions who work without pensions and job security. Second, we will examine the long-standing link between the uniformed services and the public service — a link that creates a "khaki parachute" for military personnel to enter the public service. Third, we will look at the specific barriers faced by women in the foreign service, where the combination of a corporate culture that is predominately male and a career that requires foreign postings at regular intervals, provides a particular challenge. Finally, we will look at the very top levels of the public service — the deputy minister and other senior level positions that are filled by order-in-council.

THE DARK SIDE OF FLEXIBILITY

The Secondary Work Force — Term and Part-time Employment

Many of the women we interviewed raised an issue with us that did not directly affect their own situation, but troubled them. "Be sure to look at terms" they said, "and look at pension issues."

A term employee is one who is engaged for a specified period of time. At the end of that time, unless the term is renewed for a further period, the employment ends. Invariably, term employees are the first to be cut in any downsizing because they can be released on short notice at any time during their term without any of the procedures involved in firing. Term employees who are engaged for less than six months are not eligible to contribute to the public service pension plan or to receive a variety of other benefits. In short, they are a secondary labour force without pensions or job security.

Most (60%) term employees are women, and 20% of all women in the public service (10% of men) are term employees. Of the 20,000 women in term employment, 57% are in term positions of less than six months. Most (75%) of the women in term employment are in the Administrative Support Category, where 82% of the term employees are women. Half the women in the Scientific and Professional Category are on terms of less than six months.

Term employment has been growing as a proportion of all employment in the public service: it rose from 11% in 1983 to 13% in 1987 and 14.3% in 1988.

Recent Public Service Commission reports on staffing in three departments contain observations on the high level of term recruitment and renewal in the Administrative Support Category and refute the assumption that the nature of clerical work itself is increasingly of short duration. The increase in the use of term positions appeared to result not from the nature of the work, which was found to be ongoing, but from the recruitment strategies used by the departments concerned.

A further working paper looked at the assumption that a transition from term to indeterminate employment would likely lead to the increased representation of women in indeterminate employment in the public service. This was not supported by the findings of the report.

The number of term positions and the percentage of women in them have both increased significantly between 1983 and 1988. The disparity between men and women in term employment has been particularly severe and increasing in the Scientific and Professional, Technical and Operational categories. This may indicate that despite their increasing numbers in the workplace, women are in fact part of a secondary work force. As the Public Service Commission says in *Women in the Federal Public Service, Working Paper #2*, "It should be a cause for concern that at least some of the apparent progress in employment equity in recent years may have been achieved at the expense of employment security."

Women Without Pensions

Part-time work and job sharing are often cited as good ways to allow women more flexibility during their childbearing and childrearing years. On the surface, this would appear to be true. However, in addition to the fact that they require management's approval, as outlined in the previous chapter, these options also carry severe economic penalties.

Employees working less than 30 hours a week are excluded from contributing to the Public Service Superannuation Plan. Nor, on return to full-time employment, may former part-time employees "buy back" superannuation for the part-time period. This has been noted as a major problem in many reports over the last 20 years, including the Archibald Report and the Royal Commission Report on the Status of Women in 1970, but it has yet to be remedied.

One woman described the effect of this regulation:

> **Although I worked for three years as an indeterminate employee at three days per week, none of this is counted as pensionable time... This has pushed the year at which I can retire from 2011 to 2013. While working part-time you are also not allowed to withdraw pension contributions made to date for re-investment in a private pension plan — your superannuation is basically frozen until you return to work full-time.**

Since the great majority of women working part-time or on a job-sharing basis work less than 30 hours a week, they are effectively shut out of any pensionable service for that period of time, as well as some other benefits.

In 1989, part-time staff accounted for 3.8% of public servants, 83% of whom were female. In 1981, 1.8% of the public service worked part-time, 78% of which were women.

Most part-time staff are in the Administrative Support Category. Of part-time staff in this category, 88% are women whose representation there has increased by four percentage points since 1981.

Most provincial governments have long allowed superannuation contributions by part-time employees on a pro-rated basis. Given the increasing numbers of part-time employees in the federal public service and the recommendations dating back more than 20 years calling for the pensionability of part-time service in the federal government, the current situation is particularly disquieting.

Care and Nurturing Leave — The Payback

Care and nurturing leave seems, at first glance, to be an attractive option for women who wish to take up to five years of leave without pay while their children are young. However, the stringent pay-back requirement with respect to superannuation contributions makes this option economically prohibitive for many women.

Normal superannuation contributions by employees are 7.5% of gross salary (less Canada Pension Plan (CPP) contributions). On return from care and nurturing leave, unless an exception is made, a woman must pay the current contribution, plus the employee and employer's share for a period equal to the period of time she was on leave. For example, if an employee takes three years of care and nurturing leave, she must pay 22.5% (less CPP) of her gross salary in superannuation contributions for the first three years after her return to work. For some employees, this is an inconvenience, but is not insurmountable. For others, especially single parents or those in low-paying positions, its effect is more severe. Often, the only option is to seek employment in the private sector.

> **The problem I had was that after a three-year leave of absence I would have had to reimburse my pension benefits, which would have been about $900.00 a month. If it hadn't been for that, I probably would have taken a three-year leave, it would have been foolish not to. I looked at all of the options available to me, and decided that I had to quit.**

The issue as expressed in our research is not the necessity to reimburse the pension fund, which is only fair, but the need for more flexibility with respect to the payback period.

Child-care allowances

Allowable child-care expenses are another issue that hampers women in the workplace.

> **There is a Treasury Board directive that allows you to be reimbursed for the cost of babysitters if you are a single mother or your husband is physically unable to care for the children. My husband was physically able, but he had to travel a lot on business. It became very costly to travel. I would have to spend $150.00 for three evenings away from home.**

Residential training courses can cause a particular problem for single parents. For example, Transport Canada has set 50% recruitment targets for women at the entry level of the Air Traffic Control and Radio Operator groups. These courses are held in residence at the Transport Canada Training Institute in Cornwall, Ontario.

The Air Traffic Control (AI) and Radio Operator's (RO) training include seven hours of classes and a recommended two to three hours of evening study. During some phases of training, student's schedules may be from 8 a.m. to 4 p.m. or 4 p.m. to midnight. As students are not considered employees until they complete their training, AI trainees receive a weekly training allowance of $120.00, increasing to $210.00 by the end of the nine-month training period. Room and board are provided, and considered as a taxable benefit. RO trainees receive a weekly training allowance of $186.00 with $86.00 deducted for room and board. Clearly, these amounts are not adequate to cover child-care expenses, effectively screening out many single parents, even those who are prepared for a long-term separation from their children. Nor is the allowance sufficient to pay for inexpensive off-campus accommodation which is, in any case, difficult to find. Transport Canada is currently exploring the possibility of providing subsidies or allowances to trainees who are single parents.

It is not unreasonable to assume that a residential course of such long duration, on minimal allowances, could be a financial impossibility for some married candidates, male and female, as well.

Together, these compensation issues severely limit the options available to women looking for increased flexibility in balancing work and family responsibilities. Indeed, the Task Force also heard from men who wanted to work part-time in order to pursue personal or family interests, but who were not prepared to absorb the economic penalties. On the surface, these options seem viable and forward-looking. On closer examination, however, they have severe financial penalties.

THE KHAKI PARACHUTE

In the course of its work, the Task Force heard from both men and women about what they felt was a major barrier to their careers — the entry of career armed forces, Royal Canadian Mounted Police (RCMP) and Canadian Security Intelligence Service (CSIS) personnel into "second careers" in the federal public service. The impact of this was most strongly felt in specific groups and levels and in particular departments, although the broader effect on the corporate culture of the public service as a whole was also a concern. For women, the age and levels of entry of many former military, RCMP and CSIS personnel resulted in a blockage that was particularly formidable. Both men and women in federal offices in small or remote communities found their promotions blocked by the special entry process for the armed forces, the RCMP amd CSIS. The Task Force undertook a special study of this issue and outlines its findings in this section.

In 1961, when the first major revision of the then *Civil Service Act* was enacted, one of its new principles allowed members of the armed forces and the RCMP (CSIS was added in 1984) to compete in public service closed competitions on an equal basis with public servants. This was given effect by the addition of Section 2(2) of the *Public Service Employment Act* (PSEA), which reads as follows:

> *(2) For the purpose of being eligible to enter competitions and for the purposes of section 11 (appointment) and 13 (area of competition), the following persons shall be deemed to be persons employed in the Public Service, namely:*

(a) members of the Royal Canadian Mounted Police;
(b) members of the Canadian Forces;
(b.1) members of the Canadian Security Intelligence Service;

This provision has nothing to do with "Veterans' Preference," which allows veterans who served overseas in the two World Wars to claim priority in staffing competitions. Veterans' Preference still exists in legislation, but the passage of time has diminished its impact. The provision described here created a special entry program for all members of the uniformed services, not war veterans.

Since January 1, 1981, the Department of National Defence (DND) has released 58,115 members of the military. Of these, 9,298, or 16%, joined the public service immediately upon leaving the military. A further 9% (5,230) joined after a break. While there is no means of identifying the department or level to which military personnel are initially appointed on joining the federal public service, data are available on the current department, group and level of those who entered the public service without a break. Patterns over the nine-year period indicate that there are specific departments and specific groups to which military personnel are attracted, and that most of their movement within the public service after initial appointment remains in these departments.

Sixty percent of military personnel who went directly from the military to the federal public service since 1981 are now employed on the civilian side of the Department of National Defence. A further 11% are at Transport Canada. Three percent now work in each of the following areas: Canada Post, Supply and Services Canada (SSC), the Communications Security Establishment and Correctional Service Canada. Two percent work in Public Works. These distributions have remained relatively constant, and account for 85% of the military personnel absorbed directly into the public service on separation from the armed forces over the nine-year time period studied.

The impact of this practice can best be assessed by looking at the specific groups and departments most affected. Since 1981, the Purchasing Group (PG) has received 212 ex-military, or 7% of the total number who entered the federal public service directly upon leaving the armed forces. Given the nature of this group's work, most of them are in Supply and Services Canada or the civilian side of National Defence. This concentration in one group at two departments constitutes a formidable barrier for other employees in these departments trying to progress in the Purchasing Group. This is borne out by the fact that 55% of the ex-military personnel are at the three senior levels, some entering directly at the PG-4 and PG-5 levels and others being promoted through the ranks. In 1988, for example, the 19 individuals redeployed to the Purchasing Group from the armed forces represented 27% of public service recruitment to that group. When this effect is continued over a period of years and sustained by subsequent promotion to the Senior Management and Executive groups (in many cases being replaced by other ex-military members) it is not difficult to see how some areas of particular departments become almost closed to civilian public servants. Nor do these numbers include those individuals who join the public service from the RCMP and CSIS or those employed on a term, secondment or contract basis.

Section 2 (2) of the *Public Service Employment Act* is, in effect, an extremely successful affirmative action program, entrenched in legislation, and used to provide a "second career" for a group that is, by its nature, almost exclusively male. Let's compare the effect of this unofficial affirmative action program with the effectiveness of official programs to assist women's entry into specific groups.

In 1986, the Options Program was introduced to assist those women who want to move into non-traditional groups in the federal public service. A pool of person-years was made available to departments to assist in placing these women in specific non-traditional groups. Since 1986, a total of 165 women have been placed in a non-traditional job through the Options Program. During the same time frame, 1,117 ex-military members have used Section 2 (2) to be appointed to a position in these same non-traditional groups.

On a broader scale, the Treasury Board publication *On Target* establishes that there was a net increase of 619 women in the Management, Administrative and Foreign Service, Scientific and Professional, Technical and Operational categories combined, over the three-year target period 1985 to 1988. During the same period, under the auspices of Section 2 (2), 1,421 ex-military members were placed in these same groups directly upon leaving the armed forces. This number does not include the ex-military members who enter after a break in service, members of the RCMP and CSIS, term employees and those on contract or secondment.

Section 2 (2) of the PSEA has been contentious in a number of reports. The 1979 D'Avignon *Report on the Review of Personnel Management and the Merit Principle* had this to say on the subject in its *Working Paper on Personnel Management and the Merit Principle*:

> *Employees resent the circumstances which they believe give uniformed employees advantages in competitions — the civilian supervisor retired from the military or police who hires his or her former colleagues into his or her organization; the position held open until a uniformed person is ready to leave the force; the training received by members of the armed forces and Royal Canadian Mounted Police which is often superior to that received by their civilian counterparts.... Some managers have argued that it would be wasteful to ignore these highly qualified people or, indeed, not to encourage them into the federal public service.*
>
> *We have heard, on the other hand, strong resentment expressed by employees who consider their prospects for advancement to be reduced by competition for civilian positions ... We have heard allegations that some positions are earmarked for uniformed staff who retire, and that civilian contenders, no matter how competent, are not given serious consideration.*

The D'Avignon Report eventually recommended that the *Public Service Employment Act* "be silent on the question of special access by members of the uniformed services to civilian positions." In other words, remove the section and end the access. This recommendation has not been implemented.

Our research confirmed that the concerns highlighted by the D'Avignon Report continue. The comments on this subject centre on the resulting militaristic management style.

> **There is a mind-set of ex-military officers (arising from the fact that) very few wives of military personnel are able to establish careers of their own. In addition, almost all of the colleagues and**

> **superiors of military men are other men. These two create a pattern that prevents them from seeing women as equals in the business world.**
>
> . . . . .
>
> **It seems to me that until the structural underpinning of the federal civil service, involving such authoritarian, often centralized decision-making is changed, there is little room, nor advantage, for women to progress in the federal civil service.**

Nor was this feeling restricted to women. One man who had quit the public service described his primary reason for doing so:

> **Middle level management is just chock-full of ex-military — its like a solid-wall mentality that anyone who is not military can't get through. If I had trouble with these guys, I imagine that a lot of women have difficulty breaking past this private gentlemen's club. I know how to get along with military guys. I've worked with them and they are people too, nice people. But do they deserve that extra advantage of the second career of being parachuted into jobs they really don't know?**

In addition to problems of management style, the systemic manifestations of this affirmative action program for the military add to the frustrations of men and women trying to progress.

> **The military create a closed shop for advancement from the writing of the job description right through the hiring process.**
>
> . . . . .
>
> **Any time a position has any responsibility or is anything more than "run of the mill" it is held by a regular member (of the RCMP). This applies to positions that do not require policing experience. This takes away opportunities for advancement and the member transferred into the position is trained by a female public servant being paid half his salary.**

In some key departments, this old boys' network combines with the informal staffing system to form a virtually impregnable personnel shop in its own right.

In federal offices outside Ottawa, especially in areas with large RCMP detachments or Canadian forces' bases, the entry of uniformed personnel can be a particular frustration for public servants already faced with limited opportunities to advance in that region.

There are no doubt some areas where DND/RCMP/CSIS training is an absolute requirement and the only source of qualified candidates for particular positions. Where this is so, open competitions can be used to bring them into the public service.

The highly specialized technical skills acquired in the uniformed services are often not what is required inthe public service.

> **Managers seem to see nothing wrong with bringing in retirees from DND who completed their technical training over twenty years ago and haven't really used it much for the past ten years. These newcomers are brought in as PG-4s with no knowledge of procurement [purchasing and supply]. They are assigned purchasing assistants who are expected to teach these men all they need to know so they can apply for PG-5 positions.**

The lack of opportunity to advance faced by public servants in these areas can result in poor morale, high frustration and eventually, high turnover.

THE FOREIGN SERVICE

Many departments have a limited number of foreign positions available for their employees, but these are for the most part one-time opportunities used for career development. At External Affairs and International Trade Canada, however, a foreign service career is built on such postings. The inherent difficulties of such a career in an era where two wage-earner couples are the norm, are very substantial for both men and women.

The acceptance of women in any numbers into the foreign service is a relatively recent phenomenon. Maternity leave for foreign service officers (FSO) has only existed since 1984. As recently as December 1988, the Department, which has the largest number of Executive (EX) level positions in the federal public service, ranked 32nd out of 33 departments surveyed with only 5.4% of the Management Category in the Department being female. This was so despite a large increase in the intake of women into the service over the past several years.

There are four streams in the rotational service at External Affairs: social affairs, developmental assistance, political/economic, and the trade commissioner service. All of these streams involve "rotational" assignments involving a series of postings abroad, interspersed with appointments to headquarters. Postings offering the kind of experience and exposure that is rewarded with promotion to challenging, substantive positions are eagerly sought after. Access to "stretch" assignments and early exposure to managerial responsibilities are all critical to promotion. Promotions in the rotational service at the FS-1 and FS-2 levels are decided annually after a promotion board review of appraisals.

To provide the flexibility necessary for such a system, foreign service officers are "appointed to level" — that is, the classification of the position they are assigned to does not change their rank or "level" in the foreign service. A rotational FS-2 can serve in a position that has a higher classification without a promotion to that level or in a position that has a lower classification without a demotion. The level goes with the person, not with the job. Nevertheless, an opportunity to serve in a higher-level position is still advantageous, a "stretch" assignment, as opposed to spending a rotation doing a more junior job.

Despite the introduction of maternity leave, the promotion system described earlier has inherent limitations for women having children. To be eligible for consideration in the annual assessment for promotions an employee must have received four performance reviews. Since such reviews are written only if an employee has been in a job for at least six months, persons who have a series of short-term assignments of under six months, such as those associated with maternity leave, lose their eligibility to be considered for promotion. One woman commented:

> **The only way to avoid this problem is to time your deliveries for August 1, so maternity leave extends over the first half of the assignment year!**

The short-term assignments occasioned by maternity leave are rarely challenging. One woman commented that she was assigned to a position, which was very much below her level of experience, simply because they needed a "body" and she was available. She temporarily lost the opportunity to develop new skills and risked being labelled a "lightweight."

Balancing work and family responsibilities is particularly difficult in rotational positions. The traditional way of dealing with this issue has been simple — don't have a family. One woman said:

> **My experience in this department is that all the women who are heads of mission, with perhaps one exception, are single women. They have neither husbands nor children. I find it unacceptable that only single women can be accommodated within the system that we have.**
>
> . . . . .
>
> **Successful foreign service women have been conditioned to think that they really can't have a normal family life and be a successful foreign service woman. That has to reduce the appeal of life in the foreign service. We must start seeing women with normal family lives progress through the department, through jobs abroad.**

The increase in two-income families has led to difficulties for many married members of the foreign service, both male and female. Spousal relocation is one aspect of this. Countries without reciprocal work agreements, such as Switzerland, are avoided. Many women spoke of the difficulty of finding a "portable" man, while at the same time acknowledging that more effort is often made to help a husband find work when his wife is posted, than is extended to the wives of foreign service men who would like to pursue their careers abroad. One woman described these efforts:

> **When a man gets posted overseas, they think about the wife's job, but they really don't work very hard at it. Whereas if a woman gets posted abroad, they are going to find a job for that guy, her husband.**

Another woman added:

> **A lot of my male colleagues are married to very intelligent women who have careers while their husbands are stationed in Ottawa. When their husbands go abroad, they abandon their career.... The**

> **foreign service is probably one of the worst departments as far as making family adjustments to suit a career.**

Stereotyping and a corporate culture that has been described as "claustrophobically male" are challenges to all women in External Affairs and International Trade Canada, not just those in rotational positions. One woman wrote:

> **The discrimination I experienced in my first year in Ottawa in the Canadian foreign service was manageable....Things like having a male manager tell me to get my hair cut. From time to time I was asked if I was gay or hated men.**

One woman commented that when she received her first posting in 1978, the head of post sent a telegram to Canada stating that he really did not want a woman in the job. When she persisted, despite being assured by others that she no doubt did not want to work for such a person, he was overruled by more senior managers. She feels that such situations still occur, although today "they are smarter, they don't write it down."

The undervaluing of women's contributions noted in the previous chapter is also evident in the foreign service. One women said that women tend to be placed "where they cannot do too much harm." The appointment of female ambassadors is often show-cased as an indication of progress for women in the Department as a whole, but, again, the seemingly bright surface of progress at the most senior levels, masks a less attractive situation beneath. As one brief described it:

> **In the view of most rotational women officers, management attention seems to have been focused almost exclusively on ambassadorial appointments for women, with little attention being given to non-ambassadorial level postings and to the all-essential staffing at headquarters.**

Even the shiny surface can seem flawed on close examination. For example, the Department was considering closing the Helsinki office, but decided to leave it open after public protest. A woman was then appointed as ambassador — "We already know how important they think that post is." A similar pattern occurred in Guatemala.

One woman, the only female to be promoted in a recent round of promotions, was congratulated by a male colleague (who was not promoted) for being "*the* woman to be promoted." When she asked if he thought gender was the reason she had been promoted, he replied "Why else?" As outlined in one brief received by the Task Force:

> **There is an unfounded suspicion that despite the merit nature of the promotion process, there is a "quota" for women, especially at the EX-1 level, which calls into question the qualifications of all women on the promotion list. Much of this is perception, but it does colour attitudes and relationships between colleagues. And nothing serves to entrench this bias more at the senior levels than forwarding to the Minister initial lists for heads of post that do not contain the names of women and are therefore subsequently rejected. Men are then advised that they have been removed from the lists because of ministerial policy on women. This exacerbates systemic backlash.**

The network of "old boys" who have served together in posts abroad over the years, can be a formidable obstacle for women in the Department. The nature of the assignment system means that it is often necessary to "lobby" the directors of different divisions in the pursuit of good assignments. Most of these positions are held by men, and the number of female mentors and role models is small.

One woman recently assumed a position normally filled by someone at a lower level than she had achieved. She was reluctant to do so, but was told there were no other opportunities. She had requested another vacant post, which was commensurate with her current level, but was told that there was already one woman in a similar position, and that they couldn't have two women in those posts. The position she wanted was then filled by a man who was at a lower level than the position required — a "stretch" assignment for him.

One woman, who is seriously considering leaving the Department, perceives that the top management thought process follows this line "This woman really needs more seasoning. If she does well there, maybe in five years we will give her something else." She believes that the

Department is more willing to take a risk on a man, and that this translates into more "stretch" and high-profile assignments.

Another woman, who felt that there were "immense" cultural barriers at External Affairs and International Trade Canada concluded:

> **It is not that they are awful people, but that they see women differently and do not provide adequate opportunities for women's advancement.**

ORDER-IN-COUNCIL APPOINTMENTS

In Chapter 3, we referred to the most senior levels of the public service, where appointments are made by the Governor-in-Council on the recommendation of the Prime Minister.

Technically, these are beyond our terms of reference, but we include this brief note because these are the most senior jobs in the system, and because, as a member of our Deputy Ministers' Advisory Committee put it: "You can break glass ceilings more easily from above than from below." Furthermore, deputy ministers and heads of post are effective role models and — when they choose to be — mentors for women.

There are five categories of order-in-council appointments:

1. senior public service appointments (deputy minister);
2. agencies, boards and commissions;
3. federal court judiciary;
4. heads of post (ambassadors, high commissioners, heads of delegation);
5. the Senate.

The first woman deputy minister was appointed in 1972. There are now 7 — 13 % of the total, as well as three associate deputy minister level appointments. There are 11 "deputy minister equivalent" positions filled by women — 16% of the total. The first woman was appointed head of post in the foreign service in 1958. Now there are 13 — 12.6% of the total. The first woman was appointed to the Supreme Court of Canada in 1982. Now there are three. There are currently four women on the board of directors of the Bank of Canada. Of all order-in-council appointments, the percentage of women appointed now stands at 30% of the total, double the level of 1985.

There are seldom formal competitions for deputy-level positions. The expectations are that incumbents should have high levels of skills and knowledge, relevant experience or managerial capabilities and abilities to direct, manage or assess situations of the highest order of importance to the development of public policy. A keen sense of judgement and ethics are also essential criteria.

Three major factors either delay or accelerate the rate at which women assume and retain the positions at the very top of the federal public service as deputy ministers, heads of agencies or federal corporations, heads of mission, even the judiciary. The first is male bias, the second is the level of political commitment and the third is the critical mass issue — the rule of three.

There have been a number of studies in the past decade of the cultural influences that prevent women from reaching the very top levels of corporations, professional firms and other organizations. Jacobs and Hardesty in their book *Success and Betrayal, the Crisis of Women in Corporate America* argue that there is an invisible "glass ceiling" that prevents women from reaching the very top ranks. This unexpected barrier seems to be related to the "comfort factor." As the authors put it:

> *Making a promotion is based on all the objective information available, but a large part of it is gut feel. You see younger versions of yourself and you know they will knock down walls to get to the goal. Or you see someone with the traits of a good friend....*

They continue:

> *Women can see these traits in women candidates and feel comfortable picking them. They've also seen a wide range of successful males, enough to get a good idea as to which men will be successful. Men, however, have not had much familiarity with women leaders. When those men see a woman who looks like a good candidate, they don't have that same gut reassurance. They see someone they feel they really don't understand, they have doubts.*

This lack of "comfort" is one of the fundamental reasons that women have not been appointed to the positions in the federal public service where the greatest amount of power is vested. For example, no women have been appointed to the top in the central agencies of Finance, Treasury Board

Secretariat (TBS) and the Privy Council Office (PCO). These agencies make policy and research decisions that have great impact on all other operations of the federal government. In addition, the last several rounds of appointments have made it clear that the route to a deputy minister position must include time spent at a senior level in one of these central agencies, most often PCO, TBS or Finance.

To date, women have had only very limited representation at the most senior levels of central agencies. No woman has ever held the position of secretary or deputy secretary in the Privy Council Office or the Treasury Board. Only recently have women been appointed to assistant secretary positions at PCO after a period of time when they were absent altogether from these ranks. With the exception of one order-in-council appointment to an associate deputy minister position, no woman has ever held a position at assistant deputy minister level or above in the Department of Finance. Similarly, the departments of External Affairs and Justice, which have quasi-central agency status, and the prestige that goes with it, have never had a woman as deputy minister.

One senior woman who quit the public service describes the situation she faced:

> **There was real blockage for women at the "elite" departments. They were the departments where, if you wanted to move and to be a high flyer, either Finance or Treasury Board was it. There were not a lot of qualified women, but it is not as if they didn't exist. How come none of them were in the two elite departments? ... Well, they still aren't.**

The second element of importance to the advancement of women to the top — the level of political commitment — has a profound effect. When the Prime Minister commited himself to a 30% target for the appointment of women by order-in-council, this sent a clear message that capable women exist and should be appointed. When the Secretary of State for External Affairs directed the inclusion of women in all lists of recommendations for heads of post, the proportion of women appointed rose from 1.8% (2 women appointees out of 113) in 1984 to 12.6% (13 women out of 103 appointees) in 1989.

The third element affecting the progress of women to the top is the concept of the "rule of three." As one interviewee said:

> **To appoint one woman is significant, to appoint two will provide impact, but to appoint three is to begin the process of critical mass.**

Women at all levels in the public service told us that they felt better able to relax and do their job once they were no longer an oddity — a single example of their kind — but part of a group of at least three. Once this point has been reached, progress accelerates.

Deputy ministers we talked to believe that the credibility of women as candidates for senior appointments is firmly established. The number of women deputies has reduced the "built-in male bias"; the political-level commitment to the appointment of senior women is now pervasive; and the "rule of three" is operating in all but a few of the most senior levels of the public service. As one deputy put it:

> **Brains are passed out randomly, and 50% of them land up in women's heads. Why would you limit yourself to half the supply, and take the bottom half to fill your positions when you could have the top of the other half?**

CHAPTER 8
How They Coped

When I was first applying for a job, one of the guys asked me if I knew what job I was applying for. I said: "Yes, a firefighter." He asked me if I was sure I wanted to apply for it and I answered: "Yes, it seems like a good job and I think that I am qualified for it." He replied that it wasn't really a woman's kind of a job, and I said: "Too bad."

Timing is everything, and the coping strategies developed by women often depended on when they joined the public service and the category they chose to enter. Yet both the barriers identified by women who contributed to the Task Force, and the coping strategies that worked for them, showed surprising consistency over time.

The young firefighter quoted here faced the same stereotyping barrier as the foreign service officer who, on receiving her first foreign posting a few years ago, was told that the head of post did not want a woman in the job. Their coping strategies were the same — fight for the job and the principle, in an assertive manner.

Many women highlighted the coping strategies that worked for them. Most women cited similar strategies and personal attributes or skills that were most effective.

Their descriptions of these strategies implied a recognition that all employees must accept some measure of responsibility for their own level of satisfaction with their work environment and for their own progression. Many referred to the current public service environment with its emphasis on downsizing, in which promotions are few and managers are unwilling to risk scarce resources on "potential" when they can invest in a proven track record.

The following pages outline the coping strategies that women, and some men, most often endorsed as having been successful.

BALANCING CAREER AND PERSONAL LIFE

Many women strove to balance their work and their personal lives. This enabled them to maintain a sense of perspective when faced with impediments in the workplace. They viewed their careers not as a vertical climb at a steady pace, but as a combination of peaks, valleys and plateaus. Starting with the setting of realistic goals, usually over a five-year time frame, many women stressed that these goals changed throughout a career, depending on a number of circumstances.

The most difficult balancing relates to childrearing.

> **Quite frankly, there is a period of time when physically and mentally you have to make some trade-offs between your children and your career. When I was raising my children I simply could not have coped with the kind of career I have now or had before my first child.**

It is important to understand that the respondents did not consider this "self-parking" implied a lack of commitment to a job and its duties. Nor does it imply a permanent lack of interest in career progression. Instead, it represented a conscious, responsible decision to remain with a "manageable" position for a period of time in deference to personal considerations. They did not see it as appropriate at that time to seek a promotion with its demands on time and energy.

For some women, the most appropriate decision was to remain childless. For others, a few years of care and nurturing leave were a more suitable solution. For still others, extensive child care arrangements allowed them to cope with both motherhood and increasingly demanding positions. The choices were highly personal. Key to these coping strategies was the recognition that they had to make trade-offs, choose the most suitable approach and make the required temporary adjustments.

> **My advice to young women starting out on a career is ... to get your career moving before you take on a lot of other responsibilities such as children. I don't think you can consider yourself a success if you neglect your family to concentrate on a career. You have to look after your whole life.**

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> **A woman who wants to have her family and keep her job, but work reduced hours, is not going to advance as quickly as a man who didn't take a day off. But when the woman returns full-time she will get these opportunities again. You have to look at the whole picture of what a woman wants to accomplish. You can't say a woman is a failure or not successful, she has just done other things. And I don't think a career is the only thing in a woman's life.**

But achieving a balance between family and career requires strong family support. Asked how her husband viewed her trades-related job, one woman said:

> **He loves me. He knows that in order to do a good job in anything I am doing I have to be happy at it and he knew I was not happy being a clerk. It was not my cup of tea.**

With or without children, a balanced life was repeatedly recommended as the key to maintaining a perspective on the workplace and its challenges.

> **Part of your value has to do with distance, has to do with humour, has to do with knowledge in a wide variety of areas. And yes, you could run faster and faster in smaller and smaller circles and you could certainly get the Cabinet document produced for tomorrow morning. And it would have been a better decision not to have gone to the theatre, it would have been a better decision to work on the Cabinet document, but life is full of tomorrow mornings.**

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> **There are women who are very bright, very motivated and who are killing themselves because they are trying to do it all, and I guess sometimes my advice to them is — "Go home and have a really long chat with the mirror and see what your real priorities are for this five-year period."**

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Many of the women felt that arriving at a personal definition of success was an essential first step in balancing work and personal life. As might be expected, their definitions varied tremendously.

> **I've come to see that the issue is not one of career progression, but of satisfaction. In the past I was just another bright kid. Twenty years from now people will not remember an obscure public servant who was a good systems manager; but perhaps some will remember the person who genuinely cared for the people he worked with and served.**

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> **My next job has to be do-able. My next career move does not have to be a promotion, but interesting and "people compatible." Quality of the job rather than promotion per se becomes more important.**

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> **Once you are at a certain level of economic satisfaction, gratification from the job itself is key. Something that will be real; that will have an impact on people; something new and exciting that provides a new experience.**

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> **My primary concern is job satisfaction, by which I mean that good work can be done which is useful to the country and useful to Canadians. I don't wish to move into management particularly, unless I can lead a group of people doing the sort of work I do. I don't want to be only pushing papers, but I might be interested in creating a good research unit. I feel that a good manager can provide a lot of support or boosterism to her staff, facilitate their doing good and important work, create an excellent environment.**

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> **Advancement is defined in the system as monetary increases. But for me, advancement is the increased ability to change the system of the federal public service.**

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> **To me advancement means being able to move from one position to another, including lateral moves to do the type of administrative work I want to do ... To stay current and useful without a major career change.**

PLANNING AHEAD

Having set these goals, how did these women meet them with the right job? Part of the answer was an organized approach, and a commitment to marketing themselves.

> **I learned to analyze the job description, I learned to associate it with my work experience and I learned to talk with some of the managers involved before the board so they understood how personally interested I was. I started to do a compendium of the most interesting questions. I learned to keep track of these things. I finally reached a position where I was very confident going into boards, just based on the work that I had done.**

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> **The way that I approached unacceptable job offers was not to say that I was insulted by them, but to tell them that I would look into it and get back to them. Then I did my homework and went back to them and thanked them for thinking of me. I also told them the reasons I was not interested in the job. In every case I really made a serious effort to see what the situation was. Gradually the offers started to get better and then I had to make a more careful judgement about whether or not it was a good career move for me.**

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> **You have to make sure that you get a little bit of the spotlight. You don't have to be arrogant, sometimes you can do it by simply making a funny comment. Or sometimes you can do it by making a perceptive interjection. But you have to sell yourself. People have to recognize you as a force and you have to put yourself in circumstances where you get that recognition.**

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> **Personally, I advanced by nagging; I constantly reminded my supervisors of my abilities and of the promises that were made to me when I joined the department.**
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> **You have to be a tiger, be professionally aggressive, outgoing. When I joined the public service, I said, "I will sink or swim on my own here." And I have found that success is directly linked to individual efforts. Because relatively few people do work similar to mine in the Government I must take the initiative to find out what is going on outside my department.**
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> **Career planning requires self-initiative; employees must ask questions, look for information; apply in competitions.**

MENTORS

Finding a mentor (also referred to as a "guide," "coach" or "translator") was frequently mentioned as the most important key to a successful career. Mentors can explain the complexities of the public service and its formal and informal systems while also providing exposure and visibility. But developing a mentoring relationship can be difficult. It is often hampered by the lack of senior women to act as mentors and the difficulty of achieving the personal chemistry necessary for a mentoring relationship to evolve.

> **For a man to be a mentor for a woman puts them at risk of being accused of having a sexual liaison. People go into the rumour mode about someone sleeping their way to the top. This deters males who may want to help women.**
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> **In each place I work, I try to find someone who is obviously more experienced than I am for a mentor. In some cases, it is my immediate boss. Sometimes, though, when you have a good rapport with someone who is a mentor to you, people will assume there is a sexual relationship.**

Despite this pitfall, many women managed to find mentors of one sort or another.

I've had the support of people who have ... taken an interest in me and pushed me to move ahead. They gave me advice on how I might better prepare myself for anything — and that is very critical.

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I have had several mentors and I think that this is a great strength. If several people in your business believe in you and think of you and expect you to do well, you have a lot of people standing up for you, putting your name forward and calling on you if they see something you may be interested in. The more people that are highly thought of and think highly of you, the better.

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I had a mentor who was very, very helpful to me. I learned so much from her in terms of strategies, approaches and how to deal with people.

Words of caution were offered on two aspects of mentoring: learning to recognize a mentor and knowing when to move on. Many women commented on the problem of recognizing mentors.

One thing I will always regret was not pursuing a senior woman who was trying to be a mentor to me. I didn't know about mentors at the time. She really helped me find my place but wasn't the sort to push herself on you, but she did what she could to help me. It gradually dawned on me that I was getting help and I tried to help others. I realize now that I always had mentors.

Similarly, they found it difficult to leave a mentor.

I think what a woman has to do is say "Well, I have grown as far as I can grow under this man, it is time for me to spread my wings."

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I think a lot of women develop through mentors, which can at a certain stage be detrimental. It is difficult to jump over and become parallel to your mentors.

It is important to note that despite the importance attached to a mentoring relationship, our research has indicated that formalized mentoring programs do not work. Some amount of personal chemistry between the two participants is integral to the success of such a relationship and this cannot be forced by way of a "systematized buddy system." This is clearly an area where perceptions and personal initiative are needed to succeed.

Several women mentioned the need to recognize the difference between mentoring and "cronyism." Mentoring is the fostering of recognized skills and abilities in a manner that most benefits both the individual concerned and the public service as well. Cronyism, by contrast, is favouritism based solely on personal partiality, with no thought given to the appropriateness of the arrangement for either the individual concerned or for the system as a whole. Mentoring is an evolving on-the-job learning process based on acknowledged competence; cronyism is active favouritism, irrespective of ability and based on personal friendship.

ROLE MODELS

It is not always possible to find a mentor. It is almost always possible, however, to find a role model. Most often, a role model is simply someone who sets an example — who has a professional manner that employees admire and would feel comfortable emulating. As the following quotes indicate, role models are often simply good managers, setting good examples:

> **I have to give my boss full credit for an excellent personnel policy where he is looking out for people two and three years ahead. He is very concerned about human resource development and it shows. All of the three people who are involved in the decentralization of this branch have been involved in these programs for a long time and he's made sure, for example, that I have someone working with me now who is my lifeline for the future.**

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> **A colleague of mine was a very nurturing person. He tried to develop the people who worked for him, which I think is very important. I think that a lot more directors should have this policy. I was very young and he would make sure that I was involved in meetings and would make sure that I knew that I was supposed to be there. It certainly had a positive effect on me. And it wasn't just because I was a woman. He would have done the same thing for anyone.**

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> **One man I worked for was really great. He said "Now what I think you should do is get a file folder, put FUTURE on the front of it, stick it in your drawer and always be thinking of it and looking at opportunities down the road." I've had co-op students since and I say the same thing. I think he was truly concerned about my future, ahead of his own, at that point. It is in human nature to wish the best for someone else as long as it doesn't affect your own future. But he was able to do it.**

Role models can set an example from the top down —

> **(In a letter to the college council) "I said that I thought it was time for the college to take a stand on the degradation of women on the campus" and three days later (the principal) came around to every single trades trainee in the classroom and said that this kind of sexist action and language is inappropriate in an institute of higher learning. If it continues you will be thrown out of school and you will not get an apprenticeship anywhere in this province.**

Or from below:

> **There's a fellow I have worked with who has been particularly good. In a way he makes a joke of the situation, saying, for example, "She's my boss." In a way that sort of sounds like "Can you believe that she's my boss?" Nonetheless he still gets the message through and he's made it very easy for me in that regard. Men immediately turn to him and he'll turn to me and do as I say.**

Timing is a factor here, too; one woman working in a trade-related job said:

> **We are so new to the work force that we have few or no role models. My mother was at home. We weren't groomed for the idea that we might be a plumber or a brain surgeon. When my daughter looks at her mother or her father, she sees both bring home the bacon. She doesn't have any preconceived notions about what she should not do.**

CLEARING THE HURDLES

In the two preceding chapters, we saw that many women felt that in the public service they could still experience an unfriendly corporate culture, outdated attitudes and even open hostility. How best to cope with these barriers? Again, there was an overwhelming consensus as to what works. First, a positive attitude, a sense of humour and a refusal to be held down by the limitations of others.

> **I think that accepting defeat or thinking that there is nothing you can do about a situation is a big barrier. Young men and women must be taught to solve problems and to come up with analytical solutions to the barriers they encounter.**
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> **My approach in all these jobs has been to go in and do a good job, do what has to be done, and follow my instincts. Inevitably, they come around because they see that I am quite competent and that I will listen to them and make my own judgments. If some continue to harbour hostility, that's their problem, not mine.**
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> **I was a young woman, and, to make it worse, I did not look like everybody else. For an employer, I am a double whammy, a black woman. I learned at a very early age not to wonder if they are concerned about my religion, my colour or my sex, because I cannot be bothered if I don't make it my problem. I don't have the problem, they do; I refuse to take on their problems.**
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> **First of all, I believe very strongly that if one goes out and meets people who have these [negative] attitudes and opens up dialogue with them and demonstrates that good results can be achieved, then good results will still be achieved and this is the way I deal with it, by maintaining the dialogue, by working with people and by delivering the expected results.**
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> **I think first of all that every woman who is going to be in this sort of situation has got to have a good balance in that she must have absolute confidence in her ability to do the job. And one must have**

> the courage, and it is truly courage, to face down that very difficult feat of identifying which is really a form of prejudice and stare it down and deal with it. It's important that one not be intimidated by the fact that one is fairly certain that some people are thinking that the job cannot be done by a woman, or that some people are thinking that the job should not be done by a woman. I think that the first thing that one really has to have is an absolutely superb sense of humour.

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> When I was a broadcaster I had to tell the producer what to do and he didn't like it and I wondered "How do you do it? Do I put my foot down and tell him I'm the boss? Do I try to seduce him into doing what I want him to do?" I decided that I wasn't going to seduce him and I wasn't going to put my foot down either, but I was going to gradually affirm myself and have rational discussions with him on how I thought it should be done ... and so I found my way of exercising my authority and it was between these two options.

Women who felt they could be their own worst enemy stressed the need to avoid the obvious traps out there, such as the eager over-achiever in the suicide job, or their own unrealistic expectations.

> If you get pushed into something that is beyond you and you fall flat on your face, that's it — you fall all by yourself.

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> I couldn't respect this person because of the views he held. But we decided, kind of between the two of us, that, O.K., we could have a good professional relationship [but] we didn't have to like each other.

TAKING THE HIGH ROAD

Many women tried to cope by rising above perceived injustices.

> Eventually you start feeling that the barriers were just hurdles or irritants and because you conquered them, you forget them. You ignore the people that are verbally cruel or who discriminate

> **against you. You take the attitude that you are not going to let that bother you and you rise above it.**
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> **I was labelled an aggressive bitch and I knew who was saying it. So I picked up the phone and I called them and I said "I have heard some rumours but I know that you would never say those things. I mean, you are my colleague and I just know that you wouldn't say them. But I think that it is really important that you know you are being quoted that way." They said "Of course, you are right. Of course we wouldn't say those things." That's been most effective, looking back. Always take the high road on this sort of thing.**
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> **I know that they don't think that firehalls are the proper place for women but they don't say so to my face. And I am not going to get into it with them, there is absolutely no point in that. I am pleasant to them and they are to me.**
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> **For 15 to 20 years there have been strugglers coming up, and you might think of me as one of them. I have found my little upward path by being as pleasant as I can in speaking to the world. I really don't get mad at people when they do mean things because I feel sorry for them. I go under or sideways around people who obstruct me; I am not blocked, but just diverted, for I never take my eye off the goal post. I find my way honestly. I don't mind hard work.**

But sometimes the high road leads to the exit sign. Some women made it clear that when nothing can be gained by staying, a good coping strategy is to leave. Said one woman who followed the exit route:

> **I spent a long time maintaining my credentials ... I continued to publish. I continued to read, I did everything I could ... to keep my capacity going. In a system based on merit, which I believed this was, I would end up at a logical destination. I was proven wrong.**

The cost of this option to the public service is discussed in Chapter 9.

CHAPTER 9

The Consequences

We have established that women in the federal public service are compressed into low levels of pay and status and confined to a few large occupational groups that provide poor access to promotion; that they advance in relatively frequent small increments starting from low levels and moving within occupational groups rather than across them; that if nothing changes, it could be another half century before anything approaching equity is achieved and that women do perceive gender-based barriers to advancement in the federal public service and can describe them clearly.

What difference does it make? Why should the President of the Treasury Board and his colleagues care about the gender balance of the public service, so long as the work gets done?

Of course the work does get done — but not as effectively as it could be done if the capabilities of women in the public service were not being wasted. This wastage takes place in three ways:

- when women are consistently employed in jobs below their qualifications and capacities;
- when women do not have access to training and work experience that develops their potential;
- when women lose self-confidence and motivation because their capacities are ignored or undervalued.

Discrimination costs, whether or not it is intentional.

This cost is significant. Health and Welfare Canada carried out a major demographic review in 1989 and published the results in a document titled, *Charting Canada's Future.*[1] A chart on page 11 of that document shows what would happen to Canada's capacity to produce if the participation of women in the labour force was accelerated, and if at the same time the misallocation of resources arising from discrimination against women workers was eliminated. By 2006, if both these changes occurred, Gross Domestic Product per person in Canada would be 20% higher than it would be if present trends continue. Removing discrimination alone (without accelerating participation) would increase output by 10%. Since the federal government is the largest employer in Canada, it is reasonable to suppose that removing barriers to women would produce comparable benefits.

There is also loss of valuable capacity when women leave the public service at the intermediate level, as we have shown they do, particularly in the Scientific and Professional Category.

The analysis of operational data described in Chapters 3 and 4 first drew our attention to the problem of "leavers." It showed us that, for years women have been leaving the public service at a greater rate than men. This is particularly true of the Scientific and Professional Category and the "feeder level" for the Senior Management groups. To learn more about the leavers, Statistics Canada carried out for us a "cohort analysis" of public servants for the period 1978 to 1987. The results of these studies are reported in Chapter 4 of this report.

At the same time, the Task Force commissioned a special series of exit interviews with former public servants (41 women, 7 men) to ask them why they had left and what had happened afterwards. Both these interviews and the cohort analysis confirmed what the numbers told us: that the public service does lose proportionally more women than men, and that they don't leave to make more money or because they dislike their jobs. They leave because they face one or more of the barriers described in Chapter 6:

- attitudes, which keeps them away from advancement and development;
- a corporate culture, which seems suffocating, if not hostile;
- extreme difficulty in balancing work and family responsibilities.

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[1] Charting Canada's Future: A Report of the Demographic Review, *Health and Welfare Canada, 1989.*

One of the leavers told us:

> **If you are a secretary or clerk in the public service, you are always seen as that and it's awfully hard to break barriers. If you go outside of government, employers look at you as a person with capabilities. They look at your work performance and your background and they give you a chance.**

Others said:

> **Near the end, I was starting to feel I was a very untalented person. I had a hopeless feeling that there was nothing positive I could do. It didn't seem that getting another job in the public service would help.**

and:

> **While the work is fascinating, you come up against a network that is very hard to penetrate. Women feel they are not accepted. They feel men are trying to keep it as much as possible a male environment.**

and:

> **The department I worked for was very male-dominated. It's not that you are discriminated against, it's just that you feel alien so much of the time. You don't really feel a part of it.**

Exit interviews have to be treated with particular care in assessing the former employment situation. After all, everyone likes to justify a decision. But these comments came from women who were successful in their work and enthusiastic about it.

The age of the interviewees on leaving the Government ranged from 26 to 56 (average 38.25) and they had between 2.5 and 20 years of federal government service (average 10.5). Twelve left between 1979 and 1984 and the remainder (36) between 1985 and 1989. Interviewees were highly educated, with 11 holding one or more bachelors degrees; eight having partially completed work towards a masters degree; 23 having completed one or more masters degrees or other post-graduate degree; and two holding Ph.Ds. Almost all interviewees reported having received performance appraisals on the high end of the scale ("fully satisfactory," "superior" or, occasionally, "outstanding") in their last year in government.

Particularly striking was the enthusiasm shown by interviewees for their field of work. Many expressed a high degree of satisfaction with the quality and type of work they did in the public service, noting that they had opportunities to do things they never could have done in the private sector. Others underlined the importance they attached to the work done by public servants or stated that the experience they gained in the Government provided the springboard to their current career.

> **The highlights of my professional life took place in the federal public service.**
>
> . . . . .
>
> **I don't think I'll ever again work with as collectively as bright a group of people as I worked with in the Government.**
>
> . . . . .
>
> **I regret that I had to leave but I didn't think I had a lot of options. I wish things hadn't been like that.**

And yet they left.

No employer expects to achieve a zero quit-rate. Indeed, it is the policy of the federal government to encourage movement between the public and private sector. But the nature and degree of movement described in our research is costing the Government the services of capable experienced people, and thwarting its efforts to achieve a better gender balance in the public service.

This is apt to get worse before it gets better. The Treasury Board's own analysis of the outlook for the public service in the year 2000 highlights the need to attract and keep women employees.[2]

> *In the Public Service, the proportion of women increased from 33 per cent in 1973 to 43 per cent in 1988, and will probably continue to rise because women are expected to comprise over half of those entering the labour force in the coming decade...*
>
> *The growing presence of women in the Public Service also raises a number of important and recurring issues about the advancement and training of women. At present, female employees are concentrated in clerical and secretarial jobs, the very areas that are likely candidates for automation.*

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[2] Work Force 2000, *Treasury Board, 1989*

A woman who manages a large and busy airport put it more graphically:

> **A senior manager and his staff of today could be standing together and he would have a couple of young people just out of college, both white, one male and one female; and he has got a group of middle managers, all male, and a couple of executives and the Deputy Minister standing there. He needs to ask himself what that picture will look like in 20 years — first, if he starts developing people now, and second if he doesn't. In 20 years, if we don't develop people, there will be about two white males standing there and he is not going to be able to run a business. If he starts developing people, that line-up is going to have some black faces and some brown faces and a lot more women in it — and he is going to be able to do business. But he has to start now.**

Many private-sector employers have such a picture in mind. As Volume 4 demonstrates, the amount of material in management journals about the role of women in the labour force — especially the role of women in management — has been high and rising. The Conference Board of Canada, for instance, says:

> *Demographic and social developments are having far-reaching implications for Canadian organizations. These developments are forcing employers to reassess their recruitment, selection and retention policies.*

Nor is this preoccupation confined to Canada.[3]

> *The organisation of the 1990s must increasingly depend on women as a source of qualified labour.*
>
> *In the UK, nearly half the women now working are in part-time employment. The majority of women continue to work in "women's jobs" with 77 per cent of women working in catering, cleaning, hairdressing and other professional services and clerical jobs. A 1983 Trades Union Congress report found that nearly 30 per cent of women working in cleaning and catering had professional qualifications. The challenge to the company of the future*

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[3] *Maggie Steel, "Managing a Female Work Force: Recruitment and Retention Strategies," The Economist Publications, Multinational Business, Autumn 1989: p. 33.*

> *is to correct this state of affairs and ensure that the best talent available (50 per cent male and 50 per cent female) is given the fullest opportunity to contribute to the success of the organization.*
>
> *Responses to this challenge involve more than recruitment of the right skills. Retaining the skills acquired or developed within an organization is equally important.*

Another serious consequence of barriers to women in the public service is the extent to which it undercuts the credibility of the federal government.

The federal government has been committed to policies of equal opportunity for women for 20 years. As we have seen (Chapter 2), much has been done; but the continued compression and concentration of women (Chapters 3 and 4) creates the impression that the effort of the past 20 years has affected only a few high flyers — not the general situation of women. As the availability of qualified women in the labour force increases, there will be growing pressure on the Government to tackle the remaining barriers. Unless the federal government finds ways to change the attitudes and practices that create the barriers, its commitment to equal opportunity will be questioned.

The pressures of change are already being felt within the public service, not only by women who feel constrained, but also by men who are facing added competition in a time of restraint. It is not easy to be on the leading edge of a socio-economic revolution, and that is where the men and women in the public service are now.

Rapid and profound change tends to give rise to resentment and tension, a sense of exploitation, a backlash against new attitudes, suspicion of new approaches, and a conviction that "the system" is unfair. These feelings emerged in some of the responses to the questionnaire survey. Seventy-nine percent of women and 75% of men believed that a job opportunity was not posted until the person to fill it had already been selected. Eighty-three percent of women and 78% of men believed that "who you know" counts more than "what you know" in getting a promotion. In the interviews, we heard:

Morale problems in the public service are rampant. They're damaging the attitude people have towards themselves. They're damaging peoples' ability to work.

. . . . .

There's lots of bureaucrat-bashing. I don't like being told constantly that I can't be trusted.

. . . . .

The public service is now the employer of last resort. Fifteen or 20 years ago, it was the place to work.

This is not the first survey to show low morale in the federal public service. Partly in response to these concerns, the Government announced on December 12, 1989, an initiative "to renew the Public Service of Canada" under the title "Public Service 2000." A task force of 62 deputy ministers and assistant deputy ministers, supported by 29 personnel consultants, regional ADM's and central agency resources has been established. Its mandate is to:

- make the Government's employment and personnel management regime less complicated and burdensome for managers and employees alike;
- reduce central administrative controls so as to give deputy ministers greater freedom to manage their departments and clearer accountability for results;
- clarify and simplify the roles of central agencies and of systems of personnel and administrative control throughout the government; and
- develop innovative ways to encourage efficiency and improve program delivery.

There is no reference in the announcement of "Public Service 2000" to the issue of barriers to the advancement of women in the public service, presumably because it was already under study by this Task Force. We have had the opportunity to discuss mutual concerns with members of the Public Service 2000 group and our recommendations are made in the light of their activities.

Reducing the tension generated by the changing gender balance of the work force would contribute to improved morale in the public service. That is why the management issues involved in this change need to be addressed directly and forthrightly by the senior management of the public service.

In this chapter, we have described the consequences of continuing as we are:

- reduced output;
- loss of talent;
- impaired credibility;
- low morale.

In the next chapter, we will discuss what can be done.

CHAPTER 10

What To Do Now

Twenty years ago, the federal public service set out to improve the representation of women in its work force.

This it has largely achieved: women are now 44% of the labour force in Canada, and approximately the same in the federal public service.

But beneath the veneer of representation lie the problems of compression and concentration.

In the public service as a whole, women are employed in numbers that reflect their participation in the labour force, but they are largely confined to a few occupational groups and compressed into the lower levels of pay and status. They face barriers to movement into key occupational groups and to advancement to the top levels, even of occupational groups in which they predominate. They are not employed up to their potential and they leave the public service because this is so. Women now advance slightly faster than men in the public service as a whole, but most of this advancement is in very small increments starting at low levels and the current rate of advancement will not bring about necessary change.

Meanwhile, the ageing of the public service and the changing demographics of the labour force will require the public service to rely more heavily on women as candidates for recruitment and employment. Unless the barriers to advancement are diminished, the public service will not be able to attract and retain capable, well-educated women, for whom they will have to compete with a private sector that already recognizes the challenge it faces in securing the necessary work force in the next decade.

It is time to enter a new phase of the effort to achieve a balance of gender in the federal public service.

The object of the exercise is not to shift to under-utilizing men, but to reduce barriers so that competent women will compete at any level and in any group with equally competent men, and to recognize that a competent woman is not necessarily a clone of a competent man.

We are not suggesting a quick fix. Phase I, (overall representation) of the move to gender balance was embarked on at a time when the public service was undergoing a rapid expansion. Phase II (balanced representation) will begin in the context of a significant downsizing. It will be more of a challenge to management.

We have four basic recommendations:

1. **Take gender balance seriously. Make a commitment to achieve it.**
2. **Treat the lack of gender balance as a management problem, not as a women's issue peripheral to management. Make its solution a part of the management process and track progress openly.**
3. **Take action on system improvements that have been recommended in the past.**
4. **Don't expect the system improvements to solve the problem alone: tackle the attitudes and the corporate culture.**

There are two issues on which we are not making specific recommendations, because they have been well-documented elsewhere and highly credible recommendations have been made by others. These two issues are child care and the pursuit of pay equity. It should not be assumed that because we make no recommendations we consider these issues less important than the matters on which we do recommend. It is clear from the evidence we have presented that adequate provision for the care of children and further progress on pay equity are both essential to a better balance of gender in the public service.

Recommendation 1: Commitment

No significant change occurs in the public service without visible, clearly-articulated, persistent commitment from the top. Where such commitment exists, public service management has a very good record of accomplishing what it sets out to do.

Accordingly, we believe that the Government should now declare its intention of embarking on a new phase of the effort to achieve an appropriate balance of gender in the public service. This phase would involve:

- **eliminating the compression of women into the lower levels of the public service;**
- **reducing the concentration of women in a small number of occupational groups; and,**
- **improving the representation of women in senior management and order-in-council appointments.**

These goals are achievable and measurable. They are consistent with the general goal of good management of the public service, and they are also consistent with existing government policies on such matters as equal opportunity, employment equity and pay equity.

The first two goals of Phase II require action at all levels in departments and agencies. Some of the specific steps that can be undertaken are set forth below. The third goal is within the purview of the Privy Council Office: departments and agencies can assist by ensuring that senior women receive the range of experience and development that can make them credible candidates for consideration when a strategically significant job is filled by order-in-council.

Our analysis makes it clear that the achievement of full gender balance must be managed, because it will not happen automatically, even with a modest edge for women in the rate of advancement and the existence of programs to support that edge. If there is to be substantial improvement in the next decade, specific steps must be taken to bring about change.

Some of these steps are suggested in the remaining recommendations, but we should note that we are not providing a detailed blueprint for management. Even with a clear commitment to full gender balance, and a high priority attached to it, action must be taken in the context of other commitments and priorities in departments with widely varying starting points and differing degrees of flexibility. The best way to achieve the results we seek is to challenge managers to find ways to bring them about.

Recommendation 2: Management

We do not recommend the creation of a new agency to manage Phase II of gender balancing, nor the creation of special positions to support this change. Managing change is the job of the deputy ministers and of operational management.

Gender balancing should be dealt with in the management committees and should have a bearing on a wide range of management decisions. It should not be pushed out to the margins of management concern, or down into the system to be treated mechanically. Deputies may want to assign a member of management committee to have particular concern for progress in gender balancing, but it should not automatically be "the woman" on the committee, or the human resource manager, and it should not be a member who is hostile to the objective and will ensure that nothing disturbing gets done. It should certainly be someone who has a clear grasp of the goals and an understanding of the content of this report.

Goal I for management is to eliminate the compression of women into the lower levels of pay and status in the public service.

Goal II is to reduce the concentration of women in a small number of occupational groups. This goal is expressed as "reducing" rather than "eliminating" because the problem of concentration is pervasive in the external labour force from which the public service draws its new members. There is not, for example, a gender-balanced supply of engineers. Much of what must be done to correct this problem will take place outside the public service, but public policy can support such change. Management can take steps to reduce the concentration within the public service and it can take care to "keep ahead of the curve" of change that is taking place in the labour force as a whole: for example, the rapid increase in availability of women graduates in non-traditional disciplines.

Much depends on an examination of the degree of compression and confinement in organizational units and the extent to which some of the barriers described in this report are getting in the way of improvement.

We recommend continued use of the methods the Task Force has employed to determine the degree of compression and concentration of women in the public service and the rate at which it is changing.

Movement toward the goal of eliminating compression of women into low levels of pay and status in the public service was, we found, hard to measure by any number now used regularly in public service reporting. We have described elsewhere in this report the development and application of what we came to call the "Equity Index." This enabled us to come to grips with the phenomenon of compression and to understand its impact on the experience of women in the federal public service. It is not an exact measure, but it is an extremely useful indicator of the degree of compression and the rate of change.

We recommend continued use of the Equity Index for analysis of compression and for reporting progress.

Application of the Equity Index as a management tool raises some questions of consistency and "best practice" that this report does not address. **We therefore recommend that responsibility for further development of the Index be lodged with an existing agency — one that is clearly seen as an analysis and support unit rather than a control unit.**

Movement towards the goal of reducing concentration of women in a few occupational groups can be judged by changes in the proportion of women in occupational groups in which they are now under-represented and over-represented. The Public Service Commission already reports regularly and in detail on the representation of women by occupational group and level and by department. All that is required is to **present this information in such a way that it can be used as a management tool in support of the goal of reducing concentration. To this should be added the use of the techniques used in this report to enable the Task Force to examine the dynamics of advancement in the federal public service.**

Use of these analytical tools will help managers to focus their efforts on the specific situations existing in their own units. (Where small units are concerned, an eyeball should be all that is needed to assess concentration and compression.)

Much was accomplished in Phase I by focusing on representation of women in the Management Category. Further progress in this category should not now be neglected — at the present rate, women would reach 30% of the Management Category in 20 years — but in Phase II particular attention should be paid to the groups and levels in which concentration and compression are most marked.

Phase II should focus on the middle levels of the public service, in the categories where the separation ratio is high; on the clerical and secretarial groups where 60% of the women in the public service are employed; on the professional, scientific and technical groups where advancement for women lags; on non-traditional occupations generally. More emphasis should be placed on finding practical and flexible solutions to problems of balancing work and family responsibilities.

It will take improvements in all these areas to keep the Equity Index moving from its present level of 49 towards the point at which it reflects gender balance (100), and to reduce the concentration that now finds three quarters of the women in the public service in only four occupational groups.

We strongly recommend regular reporting of progress: to ministers, to deputies, to members of the public service and to the public.

These reports should stand alone as reports on the progress in achieving the three goals to which we have recommended that the Government declare its commitment: eliminating compression, reducing concentration and improving representation at the top.

Numerical targets and quotas received a very bad press in the interviews and in the questionnaire. Those who apparently had benefited from them resented the implication that they needed them to get ahead, and those who did not qualify for them and who did not get ahead often ascribed their fate to targets and quotas.

A support staff member had this to say:

> **Being made an exception to the rule breeds tension and hostility... you have to work harder and better to prove your worth while developing an unfair and undeserved reputation.**

A middle-aged male executive wrote:

> **Quotas do not work, a systems solution will not work. Managers are very adept at side-stepping systems to get what they want. Somehow, managers must develop a commitment to change. A good manager can walk around the system, but one committed manager will do more than all the systems.**

For the purposes of Phase II we prefer the broader goals and indicators of progress described above.

Recommendation 3: Systems

None of our recommendations about systems are new. They have been made before in the previous reports on issues related to our terms of reference. What's more, many of the issues on which we intend to make recommendations are even now under intense study by the task forces working on the Public Service 2000 initiative described in Chapter 9. We will keep our recommendations in this area brief, and concentrate on discussing their relevance to the findings of our report.

In Chapter 7 we outline what was described to us by one manager as "an affirmative action program that really works." This is affirmative action for former uniformed personnel, from the armed forces, the RCMP and CSIS. By virtue of Section 2 (2) of the *Public Service Employment Act*, they are able to compete in internal competitions that are otherwise open only to members of the public service. As the numbers show, this brings, each year, significant numbers of former military personnel into occupational groups and at levels that have a negative effect on opportunities for advancement for public servants.

We believe this should be stopped. There is no doubt that many able people have come into the public service by this means; but they could have come in through open competition, and many provisions exist to help managers who need to bring in a specially qualified person without delay.

The last time this recommendation was made — in the 1979 D'Avignon *Report on Personnel Management and the Merit Principle* — the subsequent public discussion appeared to confuse special entry for all members of the uniformed services with the long-standing Veterans' Preference program which gives absolute priority for appointment to veterans in any competition for which they qualify. This is covered by a different section of the *Public Service Employment Act*. Its effect is no longer very great and we do not suggest that it be disturbed.

We are mindful that representation of woman in the armed forces is improving and that therefore in due course some of the beneficiaries of the special entry program might be women. This does not alter our **recommendation — that Section 2 (2) should be deleted from the *Public Service Employment Act*.**

Another section of Chapter 7 drew attention to compensation problems which affect the utility of some measures intended to provide for the balancing of work and family responsibilities.

We recommend that the necessary steps be taken to enable part-time workers to become contributors to the public service pension plan.

Improved arrangements should be made for a longer pay-back period for employees returning from care and nurturing leave who must repay their contributions and those of the employer for the period of their absence. Care should be taken to ensure that satisfactory arrangements are in place before the leave begins.

We recommend that the classification system should be over-hauled to shift it to a skills basis and to reduce stereotyping in the description and classification of jobs. This is essential in tackling the problem of concentration. We had useful discussions on this point with representatives of the Public Service Alliance of Canada (PSAC) and the Professional Institute of the Public Service (PIPS) and we recommend that their detailed knowledge of this matter be drawn upon.

We are aware that a task force chaired by the Deputy Minister of Public Works has been examining this as part of the Public Service 2000 project referred to in Chapter 9. Their work should focus on the particular problems with the classification system reflected in this report.

Steps should be taken to ensure that channels for movement between groups and categories are clear and that bridging positions are available where they are needed to overcome barriers.

The procedures involved in staffing should be combed through to remove unnecessary complications and make the whole process more transparent.

Barriers to application on promotional competitions should be reduced.

In such a large system, some method is necessary to ensure that managers are not spending all their time on selection boards, and it is also necessary to consider future promotability when staffing a position. Using paper qualifications, especially those with respect to education, to limit access to competitions where they are not, in a practical sense, required, has a negative effect on the promotion prospects of competent women, particularly in the mid-levels of occupational groups where women are over-represented.

Developmental training for support staff should be encouraged rather than inhibited.

The whole question of access to educational leave and payment for leave of all kinds should be reviewed. We were surprised at the findings of the questionnaire survey on these matters, but did not have time remaining in our mandate to pursue them further, by, for example, examining leave records.

A selective but serious program of exit interviews should be launched, particularly in those groups and levels highlighted in this report. When the question of "leavers" arose, we were surprised to find that we could not go to records of such interviews but had instead to trace leavers and arrange for the necessary interviews.

Particular attention should be paid to the high concentration of women in term, and especially short-term, employment. The Public Service Commission has been doing some analysis of this problem. It should be further examined by managers throughout the public service.

Renewed efforts should be made to use the appraisal system more directly to encourage, enlighten, and advise employees about realistic career options.

Taking these steps may reduce some of the barriers affecting women that appear to be system-related. But by far the most significant barriers identified by our research were those related to attitudes and corporate culture.

Recommendation 4: Attitudes and Corporate Culture

There is plenty of evidence that society as a whole has been changing its attitudes to women in the work force — but not very fast and by no means completely. Attitudes are hard to change and so is the culture of corporations, whether public or private sector. **A deliberate and sustained effort will be required to bring about the changes needed to achieve the goals of Phase II. We recommend that the public service undertake such an effort.**

The public service has embarked on such undertakings in the past: for example, an effort by departments and agencies dealing directly with the public to increase their awareness of public expectations and improve service to the public; and an effort to introduce a collegial management style in departments with widespread operations who needed to be sensitive to local situations.

It is a somewhat different matter to set about changing attitudes of public servants to each other, but it is essential; and to the extent that attitudes resist change, behaviour may respond to a corporate culture that specifically welcomes women to all occupations and at all levels.

The first essential to changing attitudes and cultures is understanding the attitudes and cultures that already exist, and their consequences. **We believe that this report will be a useful tool with which to develop such understanding and we hope it will be used within the public service for that purpose.**

Many of the women we interviewed told us that the hardest attitudes to deal with were those that were unconscious. Most men, they felt, were "baffled, but game"; willing, even anxious, to function appropriately in a workplace moving towards gender balancing, but unsure what this involved. Some were already comfortable with the changes taking place; some were insecure and hostile. Women had the same range of degrees of comfort in the gender-balanced workplace.

We recommend open discussion of the issues and of the goals to which the public service is committed.

The Government has already embarked on an effort to make some changes in its corporate culture.

As J.L. Manion, then Deputy Clerk of the Privy Council, said in a November 1988 address to the Canadian Public Personnel Management Association:

> **The profile of our human resources has changed. The baby boomers — highly educated, raised in a society of affluence, more orientated toward individualistic values, more conscious of their needs, and perhaps more assertive, less apt or willing to function in a command-and-control mode — now form a large proportion of our work force.**

A new management training centre for senior public servants, the Canadian Centre for Management Development has been established under the direction of Mr. Manion. **We recommend that the implications for management of the information provided in this report be fully integrated into the training programs presented at the Centre — not treated as a side issue.** Mr. Manion and his staff have already indicated an interest in our research and its results.

We do not present ourselves as experts in either attitudinal training or management development. These are both well-developed disciplines and our annotated bibliography (Volume 4) contains references to the many current studies of corporate change and the reduction to the barriers to the advancement of women. However, we believe (like most of the men and women we interviewed) that mentors and role models are the best teachers.

We therefore recommend that care be taken to recognize and reward managers, both men and women, who demonstrate positive attitudes and exemplify management styles that contribute to the achievement of the goals of Phase II.

In this chapter we have addressed the last of our tasks: to tell the President of the Treasury Board what we believe he and his colleagues can do to break the glass ceilings in the public service, open up the pink ghettos, and support the appointment of women to key positions.

We have proposed the initiation of Phase II of the development of a public service that is equitably balanced to allow the full use of talents of both men and women.

What will it cost?

We are not recommending spending for new programs — we urge a new perspective on what is already being done.

The federal government is already managing a labour force required to carry on public business. It is already committed to the principle of equality in the workplace. It has already begun the application of pay equity. It already carries out analysis and projection of its future requirements for human resources. It already issues reports on the pay and composition of the public service. It has already established a new management training facility.

We are concerned with how these functions are carried out, not with the establishment of new ones.

Some of the systems improvements may involve cost: pensions for part-time workers, longer payback for contributions on return from care and nurturing leave, more developmental training for support staff, a serious program of exit interviews, accelerated action on day-care and pay equity.

But the pay-off, over 20 years, appears likely to be on the order of a 5% increase in productivity. That will more than offset any of the costs involved in a serious attempt to achieve gender balance throughout the Public Service of Canada.

ANNEX 1

The Bureaucratic Machinery

To understand how public servants advance, it is helpful to know how the system works. This annex explains how several of the key systems function and how they relate to each other.

The bureaucracy functions by means of several interconnected systems. The group and level of a job is determined by the *classification system*; the incumbent is hired by the *staffing system*; this may involve the *priority system* and the *appeal system*; the employee then makes use of the *training and development system* and their performance is monitored by the *appraisal system*. And throughout their career, the employee is no doubt making use of the *informal system* that functions within the public service as in any large organization.

ROLES AND RESPONSIBILITIES: WHO DOES WHAT?

Several government agencies play key roles in personnel management in the public service. These include the Treasury Board, the Public Service Commission, the Public Service Staff Relations Board, the Canadian Human Rights Commission and the Privy Council Office. The following is a brief overview of the main roles and responsibilities of these organizations.

Treasury Board (TB) is the contractual employer of public servants, and is therefore deeply involved in many areas of human resource management.

The Board oversees the organization and size of the public service by allocating "person-years" (PYs) and "complement." Every position requires an approved person-year before it can be filled. If the position is to be filled at the Senior Management (SM) or Executive (EX) level, it also requires a complement. These allocations cannot be exceeded, but managers retain some flexibility with respect to how they are used. For example, a director general who has a total establishment of 100 person-years and 10 complement can hire 100 permanent employees, 10 of whom are at the Senior Management or Executive level; or 90 permanent employees and 20 part-time employees working half-days. In each case, any 10 of the positions may be at the Senior Management or Executive levels.

It is Treasury Board that develops and implements government-wide policies in the areas of human resource planning (including employment equity), staff training and development, compensation, classification, staff relations and official languages.

In the area of classification, the Board also develops classification standards, certifies classification officers, audits the classification activities that have been delegated to departments (on behalf of the Public Service Commission) and participates in the settlement of classification grievances.

Staff relations is another area in which the Board, as employer, is very active. The Board negotiates and interprets collective agreements, participates in the settlement of grievances in arbitration and sets standards for discipline, working conditions and workplace health and safety.

The Board determines pay plans and conditions of employment for "excluded" employees — those who are not part of a public service union.

The Board derives its authority in these matters from a number of pieces of legislation including the *Financial Administration Act*, the *Public Service Superannuation Act* and the *Official Languages Act*.

The Public Service Commission (PSC) was originally created to ensure fairness and impartiality in the treatment of public servants, particularly in matters relating to staffing. It is the guardian of the "Merit Principle" — the system intended to ensure that public servants advance according to their demonstrated skills, experience and abilities. Most of its authority derives from the *Public Service Employment Act* (PSEA).

The Commission develops and implements government-wide policies on staffing, and sets selection standards and tests in a number of areas, including linguistic abilities and special assessments.

In its human resource planning and training role, the Commission provides career counselling, succession planning, course development and training in a wide variety of fields, including language training. It administers special development programs such as the Career Assignment Program (CAP) and the International and Executive Interchange programs.

The Commission's primary role remains that of staffing. To that end, it analyzes the public service's demand for skills as well as the available labour market. It administers a number of employee inventories, including those for employment equity target groups and employees seeking transfers to other departments, as well as external inventories for those seeking to enter the public service. The Commission delegates staffing authority and provides an advisory service to departments. It selects and appoints employees in all other cases, including the Management Category.

The Public Service Staff Relations Board (PSSRB) is an independent agency responsible for administering the *Public Service Staff Relations Act*. This includes responsibility for the resolution of disputes over collective agreements, the settlement of grievances and the arbitration process.

The Canadian Human Rights Commission (CHRC) administers the *Canadian Human Rights Act*. This includes responsibility for investigating complaints of discrimination within the public service, and, in certain cases, within private-sector corporations.

The Privy Council Office (PCO) advises the Prime Minister on appointments made by order-in-council (OIC). Under this procedure individuals are appointed directly to a post on the authority of the Prime Minister, and therefore not subject to the usual rules of competition applied by the PSC. All such appointments are published in the *Canada Gazette* after approval by the Governor General and subject to public scrutiny. OIC appointments are generally made to senior positions within the federal public service, such as deputy minister positions, as well as to boards and commissions. Judges and heads of posts abroad are also appointed by this procedure.

THE MACHINERY

The process by which people enter the public service and advance within it is governed by a number of procedures. These are best defined as a series of interconnecting systems.

The Classification System

Positions in the public service are categorized according to the nature of the work required. The first division is into occupational categories. There are six of these: the Management Category, the Scientific and Professional Category, the Administrative and Foreign Service Category, the Technical Category, the Administrative Support Category and the Operational Category. Each category contains a number of occupational groups, which involve specific occupations within the general area of the category. Each occupational group is then divided into classification levels; most groups have between three and five levels. In any group, higher levels normally carry higher degrees of responsibility and authority and, of course, higher rates of pay. Entry-level employees are usually recruited into the lowest level, which is sometimes a special developmental level. Career progression then involves promotion to successive levels, although many public servants also move from group to group as their careers progress.

The process of classifying a job starts with the preparation of a detailed written statement of the duties and responsibilities of the job — a job description. This is usually prepared by the manager of the job to be classified, with or without the help of a classification officer.

The written description of duties should present a clear idea of the nature of the job. Is it a secretarial job, or a janitorial job? Do the functions require a detailed knowledge of purchasing procedures, or experience in running a printing press? Will the incumbent be required to supervise other employees? To write well? To make presentations? Will the job involve frequent travel? Will the incumbent be subject to any physical risk?

When all relevant information has been set down, the job description is submitted to a classification committee, usually made up of two or three individuals with knowledge of the type of job to be classified, plus a personnel officer to oversee proper application of the rules. This committee determines the occupational group to which the job belongs, and the job's classification level, which in turn determines the salary range.

To assist them in their work, the classification committee will compare job descriptions against the appropriate classification standard. Many of the currently used classification standards for public service jobs were written in the mid-1970s.

Classification is sometimes used as an expeditious route to advancement. Some individuals have received their last few promotions by having their job reclassified every few years. Reclassification can also be a means of keeping an employee who might otherwise be attracted to greener pastures elsewhere.

The Staffing System

Jobs become vacant for a variety of reasons. People retire, are promoted, take lateral transfers, or resign — most often leaving a vacancy that needs to be filled. In the era of downsizing, positions may be left vacant for long periods of time or abolished altogether when they become vacant. But even in a period of downsizing, some new positions are created, such as those related to the implementation of the new Goods and Services Tax. Some positions, such as those related to a one-time event, like Expo '86, may be created for a specific period of time only.

Priority Clearance

The first step in the process of filling a vacancy is to determine whether or not there are any individuals available who have a priority for appointment. Several groups have priority in the federal public service. Employees returning from leave of absence have first priority for appointment to vacant positions. Ministers' staff who meet certain criteria are next in line for priority appointment to positions for which they are qualified. Employees who have been laid off have next priority and must be appointed if they qualify or can be trained to qualify for the vacancy within a one-year period.

The process of getting priority clearance, although helpful when resulting in appointment, can be a long one, requiring a lot of a manager's time in reading résumés, interviewing candidates and providing detailed justifications of refusal in cases where the priority candidate does not qualify. It can also cause morale problems if employees are repeatedly denied the opportunity to compete for a position because of priority appointments.

If priority clearance is received, the manager has several options. If the department has not met its targets with respect to the four groups designated under the employment equity program (women, the disabled, aboriginal peoples and visible minorities) the manager, in developing lists of candidates, may decide to request referrals from inventories that are maintained for these groups. Employees who are interested in a lateral transfer either within the department or throughout the public service may also be considered at this point.

Should these and other options be unsuccessful, the next route to consider is the competition process.

The Search for Candidates

Although the public service has devised a number of methods for identifying qualified candidates — including a sophisticated high-tech computer application called MRIS (Management Resource Information System) — the traditional and still most commonly used method of advertising a vacancy is by printing and distributing a competition poster. This poster, usually a single page, gives details of the available position, including the classification (group and level, with salary details), the language requirements of the job, and a summary of the duties and responsibilities. By means of a network of facsimile transmission units across the country, the government printing office is able to produce the posters simultaneously in all major Canadian cities.

Public servants looking for a new job normally scan the posters regularly. When a poster appears advertising a position that seems suited to their experience and skills and meets their personal needs (location, salary band, etc.) employees take the next step in the process: they submit a job application.

The process described above is known as a "closed" competition — meaning that it is open only to public servants. If such a process seems unlikely to find qualified candidates within the system, an "open" competition — one that is open to members of the general public — may be held. Term positions are usually filled by way of "open" competitions. This attracts applicants looking for a foot in the door to the public service. If they win a competition for a term position, they are eligible to apply for "closed" competitions during their term. Many hope to use this method to find a permanent position.

Screening Candidates

Applications are submitted to the staffing officer charged with running the competition. Staffing of most jobs has been delegated to departments. The notable exception is the staffing of Management Category jobs, which remains the prerogative of the PSC. The staffing officer will first examine applications to make sure that candidates possess the qualifications listed on the poster. Those who do not meet these criteria are normally screened out at this stage. Candidates who pass this stage of the screening may be invited to present themselves for consideration.

With an eye to filling vacant positions quickly and efficiently, managers may use the screening process to keep the number of candidates to a minimum. For example, a position may have its language requirements increased to the highest level on an "imperative" basis. This means that employees who would not meet the required level of linguistic competence without language training are not eligible for further consideration.

All applicants who meet the basic qualifications for a position are supposed to receive an interview. In cases where there are many applicants to chose from, a manager may "rate" the candidates — establishing an order of merit that ranks candidates from the most to the least qualified. The manager will then interview only "the best" candidates, rather than all the candidates who meet the basic requirements.

Educational requirements can also be used at the discretion of management. It is not unusual to see AS-1 (junior administrative officer) positions advertised as requiring a bachelor of arts degree. Such a requirement is almost impossible to justify for a position at that level, but it is an effective way to keep the number of candidates to a minimum.

Candidates in federal offices outside of the national capital region are often disadvantaged when applying for positions in the Ottawa area. In many cases, depending on the level of the position, competitions are open only within the geographic area in which the job is located. Or there may be a requirement for "headquarter's experience" without which they will not be called to interview. Further, a manager with a limited budget is not motivated to bring a candidate to Ottawa for an interview when faced with the possibility of having to pay removal expenses if the candidate is successful. This is particularly true in cases where an individual has been filling the position on an acting basis, and is doing so to the entire satisfaction of the manager. There is little incentive to cast a wide net.

The Selection Board

The final selection is most often made by a board. The board usually consists of the manager of the position, a second officer at a similar level who has broad knowledge of the duties of the job to be filled, and a staffing officer responsible for overseeing fair application of the rules of competition. They ask candidates a number of questions relating to the job, and score their responses according to a pre-arranged scoring schedule. Candidates are also rated for other aspects of their presentation, including "personal suitability" — a term which can sometimes be interpreted quite freely. There may also be a requirement to complete a written or practical test.

The candidate scoring the highest marks in the selection process is normally offered the job. Other candidates may be ranked in order of their scores, and may be offered other similar positions at a later date, or the job itself if the board's first choice turns down the offer.

The Appeal Process

After a decision is made by a selection board, a Notice of Right to Appeal is issued announcing the name of the successful candidate(s). If a losing candidate feels that the selection board has made an unfair appraisal, they may launch an appeal against the proposed appointment. If such an appeal is made, staffing of the job can be delayed until the appeal has been heard and a decision rendered. The unsuccessful candidate is allowed to present any evidence of unfairness before an appeal board and may be represented by the union where appropriate. The appeal board will also hear the evidence of the selection board, often represented by a staffing officer, before making a decision. The appeal board has the power to overturn the findings of the selection board and to rule that all or part of a competition be done over. If the appeal is dismissed, the proposed appointment can proceed.

There is also allowance in the system for appointments without competition. In these cases, an appeal notice is posted (except for promotions within the Management Category) to allow any would-be candidates to protest. In fact, this is rarely done since there is little to be gained by crossing a manager for whom the employee might one day want to work. Again, the risk of being penalized for an action far outweighs the chance of winning the position if the manager is forced, by the appeal, to run a new competition.

The Training and Development of Public Servants

Most new appointees must serve a probationary period on appointment, usually six to twelve months. During the employees' term of service in the job, they will probably require, and are entitled to receive training and/or development from their employer.

"Training" refers to instruction required by an employee to do the current job. This includes courses to correct an identified deficiency, to respond to changes in the demands of the job (for example, to learn how to use new technology) or to assist a new employee in becoming familiar with the required skills.

"Development" refers to any courses, skills training or other education that prepares an employee for future advancement.

Training and development may be delivered by the employee's department, to which most such training has been delegated; by the PSC, which continues to offer training courses of general interest to the public service at large; or by any other approved source such as community colleges, etc. The specific type of training can vary from classroom courses to on-the-job training.

The opportunities offered by developmental or "stretch" assignments are popular in many departments. In these, the employee is given a specific task, usually with a sharply defined deadline and budget, which does not form part of their normal day-to-day activities. Such assignments may include working on special task forces, committees or study groups. Some high-level training programs blend classroom training and developmental assignments to obtain the best of both worlds. Such schemes include:

- *Secondments*, which have no legislative base, are administrative agreements whereby a manager agrees to "lend" an employee to another manager for a specified period of time (often up to two years) with the employee's agreement. Secondments can be used between departments, but cannot be used to promote an individual. These arrangements have several advantages. With all-party agreement, they can be done very quickly, priority clearance is not required and they are not subject to appeal (unless an opinion as to prejudicial effect is sought). They can be a useful way of providing an employee with broader experience and of filling a vacancy quickly. They can also, however, be a source of discouragement for those employees who were looking forward to competing for the position.
- *Acting Appointments* are used to fill a position on a temporary basis when a position is vacant or the incumbent is absent on leave. Short-term acting appointments are excellent opportunities to develop new skills and gain exposure. Longer-term acting appointments provide an excellent entrée to winning a position on a permanent basis.
- The *Special Assignment Pay Plan* (SAPP), which allows individuals to be placed, at their current level, in an area where they can gain new and varied experience. These developmental assignments are largely "on-the-job" opportunities, but they may include more formal education. SAPPs are sometimes used to allow an individual who is close to retirement to familiarize the eventual replacement with the ins-and-outs of the position before they leave.

- The *Temporary Assignment Pool* (TAP), which is a group of senior employees who are assigned by the Treasury Board to duties anywhere in the federal public service. This provides variety and exposure for the assigned individual and allows a department to take advantage, on a temporary basis, of skills and knowledge that they might otherwise be lacking.
- The *Career Assignment Program* (CAP), which is designed to identify high-potential, mid-level officers and groom them for entry into the Management Category. Nominees to the program must pass a rigorous screening process, which includes in-residence aptitude testing. Successful candidates then follow a program of residential classroom tuition followed by a series of developmental assignments.

Performance Appraisal

It is a necessary and important part of management to determine how well employees are performing their tasks. This information is key to establishing what training they may need. It is also crucial to deciding whether an employee has the potential to advance, when, and at what rate. In some cases, performance pay (an increase in salary based on the level of performance) is directly linked to the degree to which an employee has performed well. While this is a regular, on-going responsibility of all levels of management, the federal bureaucracy also makes use of a formal, tightly-defined annual exercise known as the Performance Appraisal and Review System.

Essentially, the performance of an employee is rated by the supervisor against a series of specified factors. The supervisor is first required to rate the employee's success in completing the objectives specified in the previous year's appraisal. At the same time, managers establish the objectives for the upcoming year. If the objectives have been stated in specific terms (stay within budgets and deadlines; produce a quantity of output), this stage of the exercise can be almost automatic. Next, the supervisor must comment on a number of aspects of the employee's performance, including any demonstrated weaknesses, any identified training requirements, immediate readiness for promotion and longer-term potential. At the end of the form, which runs to several pages of text, the supervisor must rate the employee's overall performance on a scale that runs from "unsatisfactory" at the low end through "satisfactory"; "fully satisfactory"; "superior"; and for the top performers, "outstanding" at the upper end of the scale.

In theory, the completed performance appraisal form is at the heart of many aspects of public servants' working lives. It determines the short-term training they will receive, and it affects long-term career planning. It allows them to identify any deficiencies in their performance and to receive whatever help they may need to overcome them. It allows the manager to identify unsatisfactory performers and take steps to improve their performance or to remove them. It allows the organization to identify superior performers, so that it can take appropriate steps to reward and advance them. It allows for planning and budgeting of upcoming training.

In practice, the process often has severe limitations. Many employees and managers do not take the process seriously. Some employees are routinely asked to write their own appraisals. Training recommendations are not necessarily followed up. Excellent appraisals may be given to mediocre employees to help them find new employment; mediocre appraisals may be given to excellent employees to reduce their chances of leaving.

The appraisal system for all Management Category employees and others on performance pay has a built-in quirk. The number of individuals who can be appraised as "superior" or "outstanding" is limited by a ceiling established on the amount of money available for performance pay, and by a guideline set for the percentage of employees who can be rated at more than "fully-satisfactory" in any given year. Employees must often "take turns being superior" in alternate years in an attempt to be fair to everyone.

ANNEX 2

Stages of Discrimination and Non-Competing Groups

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Economists who have addressed the issue of employment discrimination, such as Gary Becker, Edmund Phelps, Barbara Bergmann, and Lester Thurow, have sought to explain the rationale for discriminatory practices, and the market conditions that make discriminations possible. Since a market economy is presumed to operate on free movements of demand and supply, the existence of discriminatory practices raises two important questions: one is why employers discriminate; and the other is why do the discriminated accept discrimination.

By definition, discrimination exists when the equally productive are given unequal rewards, and when the equal in qualifications and potential are given unequal opportunities.

The question to be answered is what market conditions must exist to cause the discriminated to accept unequal rewards, and to cause those with equal qualifications and potential to accept unequal opportunities. The answer is that the entire market must be similarly discriminatory. Otherwise, the discriminated will move out of the discriminating market and into the non-discriminating, except for those who can offset the cost of discrimination with alternative utilities.

For example, a number of studies have categorized employment into three sector groups, each group offering different terms and conditions of employment. The employees of each group have indicated commitment to the goals of their sectors, which means the differential terms and conditions of employment are offsetting. The three sector groups are: the "for Profit Sector," the "not-for-Profit Sector," and the "Government Sector."

I should like to focus briefly on the stages of discrimination. That is, on when people are most likely to experience discrimination. This is highly significant, since in many instances discrimination at one stage preconditions for subsequent discriminations. The rules and regulations in effect within the employment structure, the classification systems used, the degrees of rigidity in the administration of employment within those systems, and the decisions made in the management of the employment structures, all have the potential to create non-competing groups within the employment structure.

There are three stages of discrimination:

The first stage of discrimination is at the pre-labour market stage: This is the stage preparatory to labour market entry; the stage during which significant amounts of human capital are invested in people, and the stage during which critical decisions are made on the nature of preparation for labour market activity.

Two kinds of discriminatory acts take place at this stage, which in many instances have lifetime work implications: (1) **One is the discriminatory occupational counselling** given to young people, and the corresponding discriminatory educational and training programmes to which they are directed. This has been the most critical stage for women. Occupational counselling limited their direction to occupations deemed appropriate for women, and the corresponding educational and training programmes were designed to facilitate efficient performance in the "appropriate" occupations — the humanities, the caring occupations, and the ancillary office occupations. (2) **The second discriminatory act at this pre-labour market stage** is the differential quantities of human capital invested in young people, because of different capacities to access human capital. Differential access to education and training imposed by differences in financial capacities of families and by differences in availability of programmes across the nation, constitute implicit social discrimination.

The combination of these two discriminatory acts — entry into discriminated educational and training programmes, and relatively limited investment in human capital — have tended to lock people into segregated occupational groups over their lifetime of work.

The second stage of discrimination is the employment queue stage: This is the stage when potential employees — new entrants into the labour market — in effect queue up for employment opportunities, and employers pick off the queue those with "appropriate employment characteristics."

Whatever the outcome of the first stage, in nature of education and training, in personal development, in achievements and contacts, will bear on the outcome of the second stage.

Excepting certified occupational specialists, such as nurses and teachers, most new entrants into the labour market join the employment queue as candidates for training, for whatever job vacancies may arise, and for whatever job vacancies the employer may deem them suitable.

The opportunity for discrimination is very wide here: The "appropriate employment characteristics" can range from the specific, such as the level of education and training to "relevant experience, facility with verbal and/or written communication, physical characteristics, quality of the academic record and academic institution in which it was attained, demonstrated aptitudes, potential for training, and many others. **The greater the intent to discriminate the more specific to the characteristics of those whom the employer wishes to hire become the job characteristics.**

Discrimination **in favour** emphasizes the unique features of the work functions involved in the job, and the rare qualification required of candidates for appointment; whereas discrimination **for confinement** merely details the range of work functions to be performed.

The most critical negative outcomes of discriminatory practices at the queues involve those who are not picked off the queues for which they have the appropriate qualifications in the first and second rounds. After a certain interval, they begin **queue jumping** to less and less desirable queues, for possible vacancies that are less and less appropriate to their qualifications. We have observed this to be a very common experience with many women graduates with majors in economics.

Such forced queue jumping by the discriminated leads to four negative outcomes: one is, **the failure to test the potential** of people who have been screened by academic institutions and certified for having successfully completed certain specified programmes. The queues they initially join reflect those certifications. **The second** negative outcome is the possible under-utilization of the productive capacities of those people. We may never know how trainable and how proficient they may have been in higher level positions, relative to those who were picked off in their stead. **The third** negative outcome is the tendency of the discriminated **to crowd** into the less and less desirable, terminal employments. **And the fourth** negative outcome is the tendency of wages and other terms and conditions of employment to become depressed in the crowded employments.

The third stage of discrimination is within the enterprise. What the enterprise does with those it picks off the different queues: (1) the jobs it gives them, (2) the training programmes it provides them, (3) the opportunities for demonstration of initiative and proficiency it affords them.

Advancement within the individual occupational classifications in the enterprise and within the enterprise employment pyramid largely depends on decisions on those three matters: the jobs to which people are assigned; the training they are given; and the opportunities they are afforded to demonstrate their capacities.

The Harvard economist John Dunlop characterized the employment processes within enterprises as "internal labour markets," in the sense that the processes are similar to the processes of the general market — entries and exits, competition for jobs, training and retraining, wage and salary structures in part administered by largely market determined, occupational structures, advancements, demotions, mobility, and others — a microcosm of the general labour market.

But, he added a **critical element** to the characterization, which separates, and in some respects, even insulates the internal market from developments in the external market. That element is the management of the internal labour market by a "complex set of rules which determines the movement of workers among job classifications within administrative units ...".[1]

Rules do not determine, of course. Human decisions do. The attribution of determination to rules and regulations is often designed to escape responsibility for decisions and indecisions under the rules and regulations, and for failures to change rules and regulations that may be discriminatory.

People allocate job responsibilities; **people** decide who will be trained, in what, for how long, where, by whom, for what; **people** provide opportunities for the demonstration of potential; and **people** assess performance and potential. **Rules are designed to confine the discriminated. The favoured are taken out of the confines of the rules-governed job classifications and placed on different tracks**. How objective and gender-neutral are the selection decisions?

The critical questions on this relate to the criteria used in decisions to confine and advance, and the criteria used in decisions to advance on fast track, slow track, and no track. Gary Becker suggested an element of prejudice enters into some decisions based on perceived preferences of consumers and co-workers.[2] The perception that people prefer to be served by men in certain activities and by women in others, will influence decisions on both the classification of men and women within the occupational hierarchy, and the respective prices they command. For example, if consumers have a preference for men lawyers for criminal and corporate cases, and a preference for either men or women lawyers for civil and family law cases, women will tend to be relegated to family law work, which is commonly at the lower levels of the occupational structure, and which yields lower returns. Becker's thesis is that under such preference regimes, law firms which assign women to criminal and corporate cases would have to bear the cost of the consumer's preference for men lawyers by accepting a discounted fee. As long as such consumer "taste for discrimination" prevails, law firms will tend to discriminate against their women lawyers in the assignment of cases, which will hold women at the lower levels of the occupational structure, and their pay relatively depressed. This is offered as a partial explanation for the observed crowding of women at the lower levels of occupations traditionally associated with men, such as law, medicine, accounting, and management.

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[1] *"Job Vacancy Measures and Economic Analysis,"* The Measurement and Interpretation of Job Vacancies, *NBER, 1966: p. 32.*

[2] *Gary Becker,* The Economics of Discrimination, *2nd edition, The University of Chicago Press, 1971.*

In addition to the three stages of discrimination outlined above, a question exists on whether the occupational classifications system is gender-biased, and therefore discriminatory. Are occupational classifications gender-biased? Close to 80% of women in employment are clustered in about 20 of the 400 or so occupational classifications listed by Statistics Canada. About 70% are in the secretarial/clerical, retail sales and service, general services and in operative employments. And, significantly, even in those few employment classifications in which they are clustered, few women occupy the senior supervisory and managerial positions.

Gender-bias is suggested by the degrees of flexibility in work functions of jobs held by men and women, and by the degrees to which occupational classifications are open-ended or closed. An examination of inter-occupational mobility gives the impression that men experience lesser difficulty in getting out of their occupational classifications and compete in higher classifications than women do. In other words, **while men are in competing occupational groups, and move inter-occupationally, women appear to be confined in non-competing occupational groups and thereby limited to intra-occupational mobility.** Application of this experience to the employment pyramid would mean limited inter-occupational mobility at the lower levels of the pyramid, which are predominantly occupied by women, and substantial inter-occupational mobility at the higher levels of the pyramid, which are occupied predominantly by men.

The same general principle applies also to all occupational categories in which women are employed throughout the pyramid. The occupational classifications to which women are assigned tend to be those which do not lend to inter-occupational mobility. Even at the highest levels of the pyramid the work functions assigned to women seem designed to hold them within their classifications. Is this classification-bias or selective discrimination?

Volume

2

The Report of the
Task Force on Barriers to Women in the Public Service

BENEATH THE VENEER

VOLUME 2

WHAT THE NUMBERS TOLD US

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SECTION A
REPRESENTATION
OF
WOMEN

(1) WOMEN IN THE CANADIAN LABOUR FORCE

Table A1

Percentage Labour Force Participation by Age and Sex
Canada, 1975-1989

	Age Group						
	20-24	**25-34**	**35-44**	**45-54**	**55-64**	**65+**	**Total**
Men							
1975	85.0	95.2	96.1	92.7	79.3	18.5	78.4
1980	86.4	95.4	96.0	92.6	76.2	14.8	78.4
1985	84.0	93.9	95.3	91.1	70.1	12.4	76.6
1989	84.8	94.2	94.8	91.8	66.1	11.0	76.7
Women							
1975	67.0	52.9	51.5	46.1	30.8	4.9	44.4
1980	73.0	62.7	61.6	54.1	33.7	4.4	50.4
1985	75.5	71.3	70.1	61.2	33.8	4.3	54.6
1989	77.2	76.2	77.2	67.6	34.4	4.0	57.9

Source: Statistics Canada, *Labour Force Annual Averages, 1975-1983*, Table 1; *Labour Force Annual Averages 1981-1988*, Table 1; *The Labour Force*, December 1989, Table 1.

Table A2

Percentage Labour Force Participation by Age and Marital Status

Canada, 1975-1989

	Males			Females		
	20-44*	**45-64***	**Total**	**20-44***	**45-64***	**Total**
Single						
1975	82.9	72.4	66.9	80.4	68.4	59.2
1980	85.5	68.4	70.8	82.4	68.5	63.3
1985	88.3	48.7	71.3	84.8	41.3	65.8
1989	89.6	50.1	75.2	85.0	39.2	68.2
Married						
1975	96.7	88.9	85.1	49.9	35.4	41.6
1980	96.7	87.5	83.7	59.4	41.2	49.0
1985	96.5	63.4	80.8	67.8	35.9	55.1
1989	96.1	60.8	79.1	74.8	38.9	59.9
Other						
1975	90.5	75.0	55.0	63.7	47.5	31.5
1980	92.3	72.6	57.3	73.6	50.3	35.1
Separated/Divorced						
1985	91.8	62.0	77.5	76.2	50.0	65.0
1989	92.1	60.1	76.5	79.1	52.7	66.7
Widowed						
1985	91.1	23.0	27.4	67.5	13.9	16.4
1989	87.3	20.8	24.9	69.5	12.0	14.2
Total						
1975	92.9	87.0	78.4	56.1	39.4	44.4
1980	93.3	85.2	78.4	64.9	44.5	50.4
1985	94.6	60.1	76.6	70.8	32.1	54.6
1989	94.4	57.9	76.7	76.6	33.8	57.9

* Age groups for 1985 and 1989 are 25-44 and 45+

Source: Statistics Canada, *Labour Force Annual Averages 1975-1983*, Table 3; *Labour Force Annual Averages 1981-1988*, Table 3; *The Labour Force*, December 1989, Table 3.

Table A3
Composition of the Work Force
Canada, 1975-1989

	1975	1980	1985	1989
Males ('000)	6,294	6,935	7,167	7,525
Females ('000)	3,680	4,638	5,365	5,978
Women as percentage of total work force	**36.9%**	**40.2%**	**42.8%**	**44.3%**

Source, Statistics Canada, *Labour Force Annual Averages 1975-1983*, Table 1; *Labour Force Annual Averages 1981-1988*, Table 1; *The Labour Force*, Table 1.

Table A4
Demographic Groups Within the Labour Force Canada, 1975-1989

	1975		1980		1985		1989	
	'000	%	'000	%	'000	%	'000	%
Youth (15-24)	2,701	27	3,061	26	2,808	22	2,674	20
Women (age 15+)	3,680	37	4,638	40	5,365	43	5,978	44
Prime age males (25-54)	3,949	40	4,398	38	4,804	38	5,239	39
Older workers (aged 55+)	1,204	12	1,313	11	1,357	11	1,349	10
TOTAL	**9,974**		**11,573**		**12,532**		**13,503**	

Note: Percentages do not add to 100 because "youth" and "older workers" categories include females who are also included in the "women" category.

Source: Statistics Canada, *Labour Force Annual Averages 1975-1983*, Table 1; *Labour Force Annual Averages 1981-1988*, Table 1; *The Labour Force*, December 1989, Table 1.

Table A5

Employment of Women and Men by Sector
Canada, 1975-1989

	1975				1989			
	Male		Female		Male		Female	
	'000	%	'000	%	'000	%	'000	%
Primary								
Agriculture	375	6.3	108	3.2	293	4.2	135	2.5
Other primary	205	3.5	15	0.4	253	3.6	35	0.6
TOTAL	**580**	**9.8**	**123**	**3.6**	**546**	**7.8**	**170**	**3.1**
Secondary								
Manufacturing	1411	23.9	460	13.6	1517	21.7	609	11.0
Construction	564	9.6	40	1.2	683	9.8	81	1.5
TOTAL	**1,975**	**33.5**	**500**	**14.8**	**2,200**	**31.5**	**690**	**12.5**
Tertiary								
Transportation, communications & other utilities	663	11.2	149	4.4	707	10.1	253	4.6
Trade	992	16.8	644	19.1	1,218	17.5	968	17.6
Finance, insurance and real estate	203	3.4	271	8.0	284	4.1	448	8.1
Community, business and personal service	1,037	17.6	1,483	43.9	1,534	22.0	2,616	47.5
Public administration	454	7.7	210	6.2	487	7.0	363	6.6
TOTAL	**3,339**	**56.7**	**2,757**	**81.6**	**4,230**	**60.7**	**4,648**	**84.4**
GRAND TOTAL	**5,903**	**100**	**3,381**	**100**	**6,977**	**100**	**5,508**	**100**

Source: Statistics Canada, *Labour Force Annual Averages 1975-1983*, Table 20; *The Labour Force*, December 1989, Table 10.

Table A6
Women and Part-time Employment
Canada, 1975-1989

	1975	1980	1985	1989
Percentage of employed women who worked part-time				
15-24 years	22.2	27.3	35.8	38.1
25-44 years	18.9	20.8	21.4	19.3
45 years and over	20.4	25.3	26.7	25.0
TOTAL	**20.3**	**23.8**	**26.1**	**24.5**
Reasons for part-time work (percentages)				
Personal or family responsibilities	16.9	17.3	12.5	13.6
Going to school	22.9	20.3	19.6	23.2
Could only find part-time work	10.8	17.0	27.7	22.2
Did not want full-time work	45.8	41.9	38.8	39.3
Other reasons	3.6	3.5	1.4	1.7
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**

Source: Statistics Canada, *Labour Force Annual Averages 1975-1983*, Tables 29 & 32; *Labour Force Annual Averages 1981-1988*, Tables 18 & 19; *The Labour Force*, December 1989, Tables 18 & 19.

Table A7

Percentage Labour Force Activity of Women with Pre-school Children Canada, 1975-1989

	1975	1980	1985	1989
Labour force participation of mothers				
with pre-schoolers	35.1	45.2	56.6	62.3
with children under 3	31.5	41.9	54.3	59.8
Percentage of all mothers employed full-time				
with pre-schoolers	21.9	27.3	33.5	38.5
with children under 3	18.6	24.4	32.0	35.9
Percentage of all mothers employed part-time				
with pre-schoolers	9.1	13.1	15.4	17.0
with children under 3	8.6	12.6	14.7	16.4

Source: Statistics Canada, Labour Force Survey Division, unpublished data 1975 and 1980; *Labour Force Annual Averages 1981-1988*, Table 8; *The Labour Force*, December 1989, Table 8.

Table A8

Educational Attainment of Women and Men in the Labour Force Canada, 1975-1989

	1975 %	1980 %	1985 %	1989 %
All women				
0-8 years	15.0	11.4	8.8	6.9
9-13 years	51.4	57.3	52.3	49.4
Some post-secondary	9.1	8.5	10.8	11.1
Post-secondary certificate or diploma	17.1	13.8	16.2	18.6
University degree	7.4	8.9	11.9	14.0
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**
All men				
0-8 years	23.4	18.5	14.2	11.3
9-13 years	44.7	51.6	49.7	48.6
Some post-secondary	9.8	8.3	9.7	10.0
Post-secondary certificate or diploma	11.8	9.6	12.2	14.4
University degree	10.3	11.9	14.1	15.7
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**

Source: Statistics Canada, *Labour Force Annual Averages 1975-1983* Table 8; *The Labour Force* December 1989 Table 5.

Table A9

Labour Force Participation of Women by Age Group Canada, for Selected Years

15-24		**25-34**		**35-44**	
1966	48.4	1976	53.9	1986	72.3
1967	49.1	1977	55.2	1987	73.9
1968	49.8	1978	59.0	1988	76.2
1969	50.2	1979	60.4	1989	77.2

Source: Statistics Canada, *Historical Labour Force Statistics*, 1985, p. 255; *The Labour Force*, December 1986, Table 55; *Labour Force Annual Averages, 1981-1988*, Table 1; *The Labour Force*, December 1989, Table 1.

Table A10

Employment of Women by Occupation (All classes of workers) Canada, 1975-1989

	1975 %	1980 %	1985 %	1989 %
Managerial, administrative	3.4	4.9	8.8	10.7
Natural sciences	0.8	1.3	1.4	1.6
Social sciences	1.4	1.8	2.2	2.3
Religion	—	0.1	0.1	0.1
Teaching	7.2	5.9	6.0	5.9
Medicine and health	9.5	8.6	9.3	9.0
Artistic and recreational	1.1	1.4	1.6	1.9
Clerical	36.1	34.6	31.7	30.5
Sales	10.4	10.4	9.6	9.9
Service	16.6	18.1	18.1	17.0
Agriculture	3.0	2.8	2.6	2.1
Fishing, hunting and trapping	—	—	—	—
Forestry and logging	—	—	—	—
Mining and quarrying	—	—	—	—
Processing	1.8	1.8	1.5	1.7
Machining	0.4	0.3	0.3	0.2
Product fabricating, assembling and repairing	5.9	5.4	4.4	4.2
Construction trades	0.1	0.2	0.2	0.3
Transport equipment operating	0.4	0.6	0.6	0.7
Materials handling	1.3	1.2	1.0	1.1
Other crafts and equipment operating	0.5	0.6	0.6	0.7
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**

Source: Statistics Canada, *Labour Force Annual Averages 1975-1983*, Table 20; *Labour Force Annual Averages 1981-1988*, Table 14; *The Labour Force*, December 1989, Table 14.

Table A11

Comparison of Average Earnings of Women and Men Canada

	1969	1979	1988
Full-time full year workers			
Women	$4,465	$11,006	$21,918
Men	$7,611	$17,471	$33,558
Women as % of men	58.7%	63.0%	65.3%
All earners			
Women	$2,826	$6,987	$15,054
Men	$6,184	$13,753	$26,236
Women as % of men	45.7%	50.8%	57.4%

Source: Statistics Canada, *Earnings of Men and Women*, 1988, Text Table 11.

SECTION A
REPRESENTATION OF WOMEN
(2) WOMEN IN THE FEDERAL PUBLIC SERVICE

Table A12
Representation of Women in the Occupational Groups of the Federal Public Service

Category and Group	Employees				Pay Range	
	Total	Men	Women	% Women	Minimum	Maximum
Management						
Executive (EX)	2,448	2,204	244	10.0	$63,100	$111,700
Senior Management (SM)	1,835	1,577	258	14.1	$56,200	$ 65,900
CATEGORY TOTALS	**4,283**	**3,781**	**502**	**11.7**		
Administration and Foreign Service						
Administrative Services (AS)	11,073	5,821	5,252	47.4	$16,702	$ 69,615
Administrative Trainee (AT)	58	25	33	56.9	$14,810	$ 29,350
Commerce (CO)	1,870	1,550	320	17.1	$17,334	$ 71,535
Computer Systems Administration (CS)	4,092	3,102	990	24.2	$22,310	$ 73,022
Financial Administration (FI)	2,489	1,736	753	30.3	$14,100	$ 63,177
Foreign Service (FS)	1,110	921	189	17.0	$31,527	$ 71,314
Information Services (IS)	1,337	606	731	54.7	$16,567	$ 64,300
Organization and Methods (OM)	665	467	198	29.8	$16,368	$ 64,300
Personnel Administration (PE)	2,849	1,333	1,516	53.2	$15,669	$ 64,315
Program Administration (PM)	25,979	15,674	10,305	39.7	$16,702	$ 69,615
Purchasing and Supply (PG)	2,213	1,511	702	31.7	$15,576	$ 64,300
Translation (TR)	1,057	500	557	52.7	$18,000	$ 60,501
Welfare Programs (WP)	1,556	1,012	544	35.0	$16,476	$ 64,300
CATEGORY TOTALS	**56,348**	**34,258**	**22,090**	**39.2**		

Table A12

Representation of Women in the Occupational Groups of the Federal Public Service (*continued*)

	Employees				Pay Range	
Category and Group	**Total**	**Men**	**Women**	**% Women**	**Minimum**	**Maximum**
Scientific & Professional						
Actuarial Science (AC)	3	3	0	0.0	$27,016	$ 77,123
Agriculture (AG)	313	257	56	17.9	$18,654	$ 63,071
Architecture and Town Planning (AR)	321	278	43	13.4	$20,623	$ 65,975
Auditing (AU)	3,749	3,267	482	12.9	$32,553	$ 73,398
Biological Sciences (BI)	1,147	889	258	22.5	$18,875	$ 65,777
Chemistry (CH)	420	315	105	25.0	$18,666	$ 66,672
Defense Scientific Service (DS)	565	516	49	8.7	$21,694	$ 79,109
Dentistry (DE)	30	28	2	6.7	$48,043	$ 74,179
Economics, Sociology and Statistics (ES)	2,421	1,830	591	24.4	$16,751	$ 75,588
Education (ED)	1,933	977	956	49.5	$36,892	$ 65,873
Engineering and Land Surveying (EN)	2,869	2,733	136	4.7	$27,613	$ 74,810
Forestry (FO)	151	141	10	6.6	$18,875	$ 65,517
Historical Research (HR)	289	192	97	33.6	$17,713	$ 62,016
Home Economics (HE)	40	1	39	97.5	$33,795	$ 57,441
Law (LA)	888	569	319	35.9	$27,600	$111,700
Library Science (LS)	530	172	358	67.5	$24,255	$ 57,502
Mathematics (MA)	189	136	53	28.0	$18,872	$ 73,442
Medicine (MD)	273	226	47	17.2	$50,392	$103,628
Meteorology (MT)	593	531	62	10.5	$18,780	$ 62,472
Nursing (NU)	1,454	176	1,278	87.9	Regional	$ 59,270
Occupational and Physical Therapy (OP)	31	2	29	93.5	Regional Rates	
Pharmacy (PH)	62	38	24	38.7	$20,755	$ 60,653
Physical Science (PC)	900	751	149	16.6	$21,430	$ 73,473
Psychology (PS)	138	97	41	29.7	$28,536	$ 66,456
Scientific Regulation (SG)	493	382	111	22.5	$17,378	$ 61,231

Table A12
Representation of Women in the Occupational Groups of the Federal Public Service (*continued*)

Category and Group	**Employees**				**Pay Range**	
	Total	**Men**	**Women**	**% Women**	**Mini-mum**	**Maxi-mum**
Scientific Research (SE)	2,122	1,990	132	6.2	$32,948	$ 79,964
Social Work (SW)	109	65	44	40.4	$24,235	$ 60,299
University Teach (UT)	235	228	7	3.0	$19,824	$ 68,594
Veterinary Medicine (VM)	636	542	94	14.8	$38,326	$ 71,819
CATEGORY TOTALS	**22,904**	**17,332**	**5,572**	**24.3**		
Technical						
Air Traffic Control (AI)	1,985	1,916	69	3.5	$17,667	$ 74,713
Aircraft Operations (AO)	609	584	25	4.1	$43,336	$ 65,043
Drafting and Illustration (DD)	1,605	1,353	252	15.7	$18,979	$ 49,181
Educational Support (EU)	23	6	17	73.9	Regional	$ 34,792
Electronics (EL)	2,925	2,873	52	1.8	$19,025	$ 59,468
Engineering and Scientific Support (EG)	7,029	5,859	1,170	16.6	$17,131	$ 62,057
General Technical (GT)	2,956	2,464	492	16.6	$15,415	$ 67,933
Photography (PY)	139	122	17	12.2	$20,986	$ 38,240
Primary Products Inspection (PI)	2,636	2,365	271	10.3	$23,534	$ 52,947
Radio Operations (RO)	1,199	1,097	102	8.5	$16,481	$ 53,763
Ships' Officers (SO)	1,446	1,366	80	5.5	$44,805	$ 67,311
Social Science Support (SI)	2,173	1,029	1,144	52.6	$15,415	$ 70,474
Technical Inspection (TI)	1,475	1,431	44	3.0	$15,415	$ 70,384
CATEGORY TOTALS	**26,200**	**22,465**	**3,735**	**14.3**		

Table A12

Representation of Women in the Occupational Groups of the Federal Public Service (*continued*)

	Employees				Pay Range	
Category and Group	**Total**	**Men**	**Women**	**% Women**	**Minimum**	**Maximum**
Administrative Support						
Clerical and Regulatory (CR)	50,039	10,004	40,035	80.0	$15,778	$ 38,728
Communications (CM)	634	399	235	37.1	$18,745	$ 38,826
Data Processing (DA)	2,847	892	1,955	68.7	$16,471	$ 45,299
Office Equipment Operations (OE)	402	203	199	49.5	$15,452	$ 30,832
Secretarial, Stenographic Typing (ST)	13,743	154	13,589	98.9	$15,637	$ 38,975
CATEGORY TOTALS	**67,665**	**11,652**	**56,013**	**82.8**		
Operational						
Correctional Service (CX)	4,835	4,196	639	13.2	$26,270	$ 51,960
Firefighters (FR)	1,343	1,333	10	0.7	$27,219	$ 53,979
General Labour and Trades (GL)	14,754	14,461	293	2.0	Regional Rates	
General Services (GS)	9,381	6,496	2,885	30.8	Regional Rates	
Heat, Power and Stationary Plant Operation (HP)	1,840	1,822	18	1.0	$23,103	$ 46,353
Hospital Services (HS)	1,376	628	748	54.4	Regional Rates	
Lightkeepers (LI)	318	314	4	1.3	$19,562	$36,295
Printing Operations (Supervisory) (PR-SES)	1,038	681	357	34.4	$36,449	$ 45,890
Ship Repair (SR)	925	914	11	1.2	Regional Rates	
Ships' Crews (SC)	2,154	2,093	61	2.8	Regional Rates	
CATEGORY TOTALS	**37,964**	**32,938**	**5,026**	**13.2**		
GRAND TOTAL	**215,364**	**122,426**	**92,938**	**43.2**		

SECTION B

CALCULATION
OF THE
EQUITY INDEX

SECTION B

Calculation of the Equity Index

Chapter 3 of the Task Force Report introduced the concept of the Equity Index as a measure of "compression" — the extent to which women in a given occupational group are primarily to be found at the lower classification levels of the group. This section describes how the index is calculated.

The calculation of the Equity Index involves two steps.

STEP 1: CALCULATION OF THE PROPORTIONAL REPRESENTATION INDEX

The first step is the determination of the **Proportional Representation Index** (PRI) for the group. The algorithm for the PRI for a group having 'n' classification levels is as follows:

PRI = Σ (% women at level 1 × 1) + (% women at level 2 × 2)...........
..... + (% women at level n × n)
divided by Σ(1+2+....+ n)
multiplied by 100.

Sample calculations of the PRI are illustrated in Tables B1 – B4. Performing these calculations involves the following steps:

1. Determine the percentage of women (column 4) at each classification level of the group under study.
2. For each level, multiply the level number (column 1) by the percentage of women at that level (column 4) to produce the factor for the level (column 5).

3. When this has been done for each level, add all factors to produce a total for column 5.
4. Add the total of all levels (column 1).
5. Divide the total of column 5 by the total of column 1 and multiply by 100 to express the result as a percentage. This is the Proportional Representation Index.

STEP 2: CALCULATION OF THE EQUITY INDEX

The ratio of the PRI to Total representation multiplied by 100 is the Equity Index for the group.

"FAIRNESS" OF REPRESENTATION

Any attempt to ascertain the "fairness" of the representation of women in a given occupational group must examine a number of factors. The first of these is the overall availability of women with the skills needed to perform the functions demanded of the group. That is, unless the labour force contains an adequate number of qualified women within a given occupational area, it is not reasonable to expect to see a high proportion of women employed in that field within the public service. Nevertheless, whatever the actual proportion of women employed in an occupational group, for representation to be equitable those women should be employed in equal proportions at **all levels** of the group.

In terms of the Equity Index formula, the PRI must equal the total percentage representation of women in the group. That is, the ratio of the PRI to the total percentage should be 1:1 — or 100%. An index below 100 denotes that the women in that group are "compressed" into the lower working levels; the lower the index the greater the degree of compression. Conversely, an index above 100 shows that the women in that group are well represented at the upper classification levels.

SAMPLE CALCULATIONS:

Table B1

Medium Representation Rate;
Balanced Distribution

1 Level	2 Total	3 Women	4 % Women	5 Factor[a]
1	2,000	1,000	50	0.5
2	1,200	600	50	1.0
3	1,000	500	50	1.5
4	600	300	50	2.0
5	400	200	50	2.5
6	200	100	50	3.0
7	100	50	50	3.5
8	50	25	50	4.0
36	**5,550**	**2,775**	**50**	**18.0**

PRI for this group = (18.0/36)*100 = 50.

**EQUITY INDEX FOR THIS GROUP = PRI/TOTAL %
= (50/50)*100 = 100**

[a] Factor = level * % women (column 1 * column 4)

Table B2
High Representation Rate; Compressed Distribution

1 Level	2 Total	3 Women	4 % Women	5 Factor[a]
1	2,000	1,600	80	0.8
2	1,200	960	80	1.6
3	1000	800	80	2.4
4	600	420	70	2.8
5	400	200	50	2.5
6	200	80	40	2.4
7	100	20	20	1.4
8[b]	50	10	20	1.6
36	**5,550**	**4,090**	**74**	**15.5**

PRI for this group = (15.5/36)*100 = 43.

EQUITY INDEX FOR THIS GROUP = PRI/TOTAL % = (43/74)*100 = 58

(Omitting level 8: PRI = 13.9/28*100 = 50: Equity Index = (50/74)*100 = 67)

[a] Factor = level * % of women (column 1 * column 4)

[b] Due to small number of employees, this level could be excluded from the calculation.

Table B3

Low Representation Rate; Balanced Distribution

1 Level	2 Total	3 Women	4 % Women	5 Factor[a]
1	2,000	400	20	0.2
2	1,200	240	20	0.4
3	1,000	200	20	0.6
4	600	120	20	0.8
5	400	80	20	1.0
6	200	40	20	1.2
7	100	20	20	1.4
8[b]	50	10	20	1.6
36	**5,550**	**1,110**	**20**	**7.2**

PRI for this group = (7.2/36)*100 = 20.

EQUITY INDEX FOR THIS GROUP = PRI/TOTAL % = (20/20)*100 = 100

(Omitting level 8: PRI = 5.6/28 = 20:
Equity Index = (20/20)*100 = 100)

a Factor = level * % women (column 1 * column 4)

b Due to small number of employees, this level could be excluded from the calculation.

Table B4

Medium Representation Rate; Compressed Distribution

1 Level	2 Total	3 Women	4 % Women	5 Factor[a]
1	2,000	1,400	70	0.7
2	1,200	720	60	1.2
3	1,000	500	50	1.5
4	600	240	40	1.6
5	400	120	30	1.5
6	200	40	20	1.2
7	100	10	10	0.7
8[b]	50	2	4	0.3
36	**5,500**	**3,030**	**55**	**8.7**

PRI for this group = (8.7/36)*100 = 24

EQUITY INDEX FOR THIS GROUP = PRI/TOTAL % = (24/55)*100 = 44

(Omitting level 8: PRI = 8.4/28 = 30:
Equity Index = (30/55)*100 = 55)

[a] Factor = level * % women (column 1 * column 4)

[b] Due to small number of employees, this level could be excluded from the calculation.

SECTION C

THE DYNAMICS OF THE PROMOTION/ APPOINTMENT PROCESS

A SIMULATION MODEL

SECTION C

The Dynamics of the Promotion/Appointment Process

A SIMULATION MODEL

A simulation model was developed to examine how changes to various factors [see Chapter 4] affect the proportions of women to men at each level of a group over a period of time. Assumptions made in order to keep the model simple are as follows:

(a) The total number of employees at a given level does not change from one year to the next (i.e., no major changes in the occupational group; no major downsizing).
(b) The overall flow rates and ratios (women:men) for the year 1988 also apply in future years.

At the heart of the model is the following balance:

$$P_I + R + O_I = P_O + D + O_O$$

where:

P_I = Promotions into a level from the preceding level:
R = Recruitment into the level from outside the Public Service:
O_I = Appointments to the level from other groups in the PS:
P_O = Promotions to the next level:
D = Departures from the level to outside the PS:
O_O = Departures from the level to other groups in the PS:

The model for a particular occupational group starts with a set of initial numbers of men and women at each of the levels of that group.

Estimates of the situation at year end are made for each level using the above balancing equation and factoring in:

- flow rates for each of the components of inflow and outflow, and
- the relative flow rates of women:men

The resulting proportions of men and women at each level can then serve as the input conditions for the following year, and this can be repeated as often as required.

APPLICATION OF THE MODEL

Projected changes in a particular occupational group

As an example of the use of the model, the Administrative Services (AS) Group was chosen as it is a relatively large group and is an important feeder group for the SM.

The initial conditions used for the model are shown below.

Initial Conditions

Level	Men	Women	PR	A	RT	RGO	X	Y	YRT	B	OPS
1	487	1309	0.000	0.196	0.026	0.782	0.890	1.473	0.382	0.864	0.763
2	996	1611	0.047	0.122	0.031	0.715	1.250	2.214	0.435	1.603	1.000
3	1073	1017	0.100	0.062	0.020	0.697	1.170	1.232	0.444	1.710	0.610
4	945	585	0.120	0.041	0.024	0.958	1.340	1.750	0.467	1.452	0.949
5	927	360	0.087	0.083	0.022	0.724	1.210	0.828	0.423	0.952	0.871
6	810	205	0.077	0.077	0.018	1.268	1.420	2.350	1.933	1.660	0.661
7	507	80	0.072	0.076	0.021	1.372	1.000	1.592	1.250	3.767	1.027
8	1	0	0.000	0.000	0.000	1.000	1.000	1.000	1.000	1.000	1.000

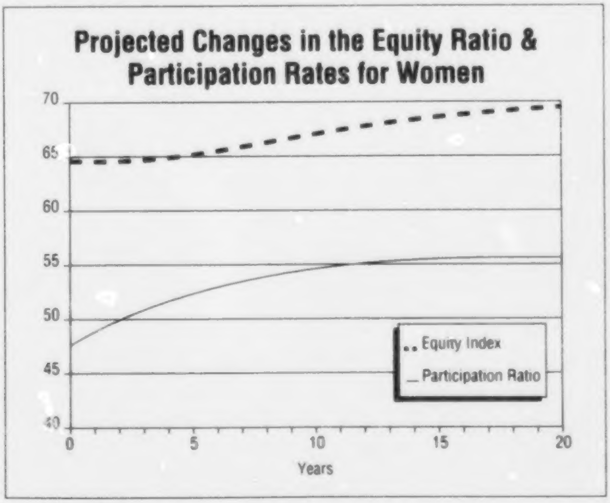
PR = Promotions into level/no. in level
A = Appointments from other gps. into level/no. in level
RT = Recruitments into level/no. in level
RGO = Ratio of no. leaving for other gps./no. leaving PS
X = Promotion rate of women/men
Y = Appts. from other gps. rate of women/men
YRT = Recruitment rate/rate of women/men
B = Rate of women/men leaving level to other groups
OPS = Rate of women/men leaving level to go outside PS

Of interest is the fact that promotion rates and inflows from other groups tend to be significantly higher for women than men. Again the relative outflow to other groups is higher for women than men while for recruitment and departures from the public service, the reverse is generally the case. After 20 years, the projected distribution for the occupational group is as follows:

Distribution of Men and Women in the AS Group

Level	Initial		After 20 Years	
	Men	Women	Men	Women
1	487	1,309	367	1,429
2	996	1,611	835	1,772
3	1,073	1,017	828	1,262
4	945	585	76	763
5	927	360	807	480
6	810	205	673	342
7	507	80	503	84
8	1	0	1	0

In terms of participation rates of women and the Equity Index* we have the following:


Projected Changes in the Equity Ratio & Participation Rates for Women

* Note: Participation Rate = 100 x no. of women/(no. of women + no. of men)

Equity Index = 100 when the ratio of women to men is equal to the participation rate in **each** level of the occupational group.

BASIS OF THE MODEL

M(I,J) = PRINM(I) + OTGINM(I) + RINM (I) – PROUTM(I)
– OGOUTM(I) + OUTPSM(I) + M(I,JST)
W(I,J) = PRINM(I) + OTGINW(I) + RINW(I) – PROUTW(I)
– OGOUTW(I) – OUTPSW(I) = W(I,JST)

Note the letter M at the end of the variable indicates Men and W indicates Women.

Equivalent equations to those presented below for women, apply to men.

W(I,J) = Number of women in level I at time J
W(I,JST) = Number of women in level I at time J-1
PRINW(I) = Promotions into level I
OTGINW(I) = Inflows from other groups into level I
RINW(I) = Recruitment to level I
PROUTW(I) = Promotion out of level I
OGOUTW(I) = Outflows to other groups from level I
OUTPSW(I) = Departures from level I to outside the Public Service
PRINW(I) = (M(I,JST + W(I,JST)) * P(I) * W(IST, JST) * X(IST)/M(IST,JST) + W(IST,JST) * X(IST))
PRNIM(I) = (M(I,JST) + W(I,JST)) * P(I) * M(IST, JST)/ M(IST,JST) + W(IST,JST) * X(IST))

where P(I) = No. of promotions into level/No. in level
X(IST) = Relative promotion rate of women compared with men from level I-1.

OTGINW(I) = (M(I,JST) + W(I,JST)) * A(I) * W(I,1) * Y(I)/ (M(I,1) + W(I,1) * Y(I))
OTGINM(I) = (M(I,JST) + W(I,JST)) * A(I) * M(I,1)/M(I,1) + W(I,1) + Y(I))

where A(I) = No. of people entering level from other groups/ No. in level
Y(I) = Relative inflow rate of women compared with men to level I

RINW(I) = (M(I,JST) + W(I,JST)) * RT(I) * W(I,1) * YRT(I)/ (M(I,1) + W(I,1) * YRT(I))
RINM(I) = (M(I,JST) + W(I,JST)) * RT(I) * M(I,1)/(M(I,1) + W(I,1) * YRT(I))

where RT(I) = No. of people recruited into level I from outside the P.S./No. of people in level I
YRT(I) = Relative recruitment rate of women compared with men entering level I

PROUTW(I) = (M(IZ,JST) + W(IZ,JST)) * P(IZ) * W(I,JST) * X(I)/(M(I,JST + W(I,JST) * X(I))

PROUTM(I) = (M(IZ,JST) + W(IZ,JST)) * P(IZ) * M(I,JST)/ (M(I,JST) + W(I,JST) * X(I))

where P(IZ) = No. of people promoted into level I + 1/ No. of people in level I + 1
X(I) = Relative promotion rate of women compared with men from level I

OUTPSW(I) = (PRINM(I) + PRINW(I) + OTGINM(I) + OTGINW(I) + RINM(I) + RINW(I) – PROUTM(I) – PROUTW(I)) * (1/(1 + RGO(I))) * W(I,JST) * OPS (I)/(M(I,JST) + W(I,JST) * OPS(I))
OUTPSM(I) = (PRINM(I) + PRINW(I) + OTGINM(I) + OTGINW(I) + RINM(I) + RINW(I) – PROUTM(I) – PROUTW(I)) * (1/(1 + RGO(I))) * M(I,JST) /(M(I,JST) + W(I,JST) * OPS(I))

where RGO(I) = Ratio of No. of people leaving for other groups/ No. leaving Public Service
OPS(I) = Relative rate of women compared with men leaving the Public Service from level (I)

OGOUTW(I) = (PRINM(I) + PRINW(I) + OTGINM(I) + OTGINW(I) + RINM(I) + RINW(I) – PROUTM(I) – PROUTW(I)) * (RGO(I)/(1 + RGO(I)) * W(I,JST) * B(I)/(M(I,JST) + W(I,JST) * B(I))

where B(I) = Relative rate of women compared with men leaving level I for other groups.

SECTION D

THE QUESTIONNAIRE SURVEY

(1) SURVEY FORM DESIGN

SECTION D
Questionnaire Survey: The Survey Form Design Process

OBJECTIVES OF THE SURVEY

As with much social research, the bedrock of the Task Force's research effort was a survey. The opinions of public servants are of obvious importance in analyzing an issue such as barriers to advancement. A barrier that exists "only in the mind" can be a very real barrier, and the way in which it is perceived can determine whether it is surmountable or not. This was illustrated clearly during the "pioneer and pathfinder" interviews, where women who had successfully surmounted all obstacles in their paths insisted that they had not encountered any **barriers**, but readily admitted that they had occasionally come up against **hurdles** to be taken in their stride.

In addition to exploring the opinions of public servants, the Task Force needed to obtain statistical data relating to the movement of women over time. While some of this information could be extracted from existing government files, much of it could not. An important added advantage of obtaining such data by means of a survey is that it allows the analysts to correlate the opinions of public servants with movement over time.

The design, administration and analysis of the survey was conducted on behalf of the Task Force by Statistics Canada.

THE NATURE OF THE SURVEY

The mandate of the Task Force was to study barriers to women. To do so, it was necessary to determine whether any barriers identified applied equally to men. Thus each element of the research program contained an appropriate control sample of men. For the survey, the questionnaire was titled simply: "Barriers to Advancement in the Public Service" and was sent to men and women in approximately equal numbers.

Survey form content

A prime consideration in designing a questionnaire survey is the size of the form. On the one hand, it is important to ensure that all pertinent questions are included in the form. The cost of adding an extra question to a form is negligible in terms of the additional administrative costs (typesetting, printing, distribution, etc.) while the cost of **omitting** a key question can be exorbitant (in extreme cases it can involve having to repeat the survey). On the other hand, it is important to remember that respondents must go to some time and trouble to complete and return the form. If the form becomes too long, complex and time-consuming people will simply not complete it, and the rate of return can drop below the point at which the survey is statistically credible. It is therefore crucially important to ensure that the survey form includes all of the key questions, but no more.

To ensure that the questionnaire hit the right balance, Statistics Canada built into the design phase a series of focus groups. A focus group is essentially a carefully monitored discussion group, in which a skilled moderator channels the group's discussion along desired lines. The objective of the focus groups was to determine the "hot issues" relating to the advancement of women in the federal public service; issues which would then be examined in greater detail by means of the questionnaire survey.

The focus groups

Most of the 13 focus group sessions took place during December 1988. Seven of the groups consisted of women only, while six were mixed. Four of the 13 sessions were in French and nine in English. The sessions involved a range of departments and included participants from the national capital area as well as various regions. Participants were selected at random by Statistics Canada.

Although the results of the focus groups cannot be considered to be statistically representative of the public service as a whole, the groups did identify a number of key concerns relating to employment equity for women in the federal government, and barriers to its achievement. The groups also offered a range of comments relating to the nature of the barriers, and the perceptions of people working within the federal bureaucracy. These observations served as a major source of input to the questionnaire design. Some of the key observations of the focus groups are summarized below.

General Perceptions

There was an overall sense that the Government has made progress, but still has a way to go in identifying and removing barriers. The obvious barriers have been identified and removed, but the barriers that remain are subtle. Some participants expressed the point of view that a segment of Senior Management pays lip-service to employment equity while finding subtle ways around it. For example, "inappropriate" (personal) questions are rarely asked at selection interviews but management still finds the answers to such questions by alternative means. The more senior the manager, the more he can get away with discrimination.

Large differences were noted between the national capital area and regional reactions. Smaller differences emerged among the different regions. The unions received more credit than management for progress to date in achieving employment equity.

Specific Perceptions

Staffing:

- Hiring boards discriminate against pregnant women.
- Women must be more qualified than men to be selected.
- Boards still consider women to be primarily responsible for child care, therefore, less free to travel, work overtime, relocate if needed.
- Many jobs are still stereotyped as "male" or "female." Importantly, many people still consider management as a "male" preserve.
- Men **and** women stereotype.

Training and career planning:

- Training is limited for everyone due to government restraints, but more training is available for senior staff; therefore for **men**.
- Advancement opportunities are limited for everyone due to restraint.
- Advancement for men and women is limited by linguistic ability. There is a strong perception that the careers of men and women are limited by langauge requirements. "It is not enough to speak French; you have to be Francophone."

Promotability:

- Women are moved up the career ladder before they are ready due to "equity" considerations (targets and quotas). This has allowed mediocre women to get ahead.

- Women who move ahead in non-traditional areas are viewed with resentment and suspicion. Some people assume that the gender of these women played a greater role in their advancement than their merit and abilities.
- Although women support equity programs, they want promotions to be clearly related to their demonstrated abilities.
- Mentoring and networking are critical factors in career advancement. Men's networks and mentor systems are long established while women tend to be excluded. Some management women are not prepared to help other women by mentoring, etc.
- There is a "narrow band of acceptable behaviour" for women in management.

Perceptions of equality:
- There are great variations from one department to another, from region to region within a department, and among individuals within a department.
- Some men feel that **they** are now the victims of discrimination because of employment equity programs. They feel that women receive preferential treatment, and they resent this.
- Favouritism is commonplace, but relates to personality rather than gender.

Perceptions of Senior Management:
- Senior Management's attitudes towards employment equity vary by department and individual.
- Many older men are perceived as having "old fashioned" attitudes towards women. Such attitudes are also related to cultural background.
- Senior Management overtly supports equity programs (several people added ..."only because they have no choice in the matter") but for some it is strictly a question of "lip-service."

Family and child-care responsibilities:
- Family responsibilities are still seen as primarily the woman's concern.

- There are still a number of administrative obstacles (for example, family leave programs, pension coverage, job sharing and part-time employment).
- Day-care is still a hot issue.[1]

Other comments:

- "Success" needs to be redefined in our modern environment. In view of today's restricted growth in the public service and an increasing understanding of the need to balance career and family responsibilities, the old definitions no longer apply.
- There is a significant morale problem (not necessarily relating to equity considerations) that surfaced in these meetings.
- "The Federal Public Service is like a National Parks Forest: We're all growing older together."

SURVEY RETURNS

Twenty thousand public servants (approximately equal numbers of men and women) received the questionnire in July 1989. The first completed questionnaires began arriving within days of their distribution. Statistics Canada received the bulk of the returns during July and August, but completed questionnaires continued to come in throughout the fall.

In total, Statistics Canada received 12,044 completed questionnaires. Of this total, 6,082 were from women and 5,962 from men. By examining the responses, the Statistics Canada team established that the survey would produce reliable data, free from any significant bias.

Perhaps even more indicative of the importance attached to the survey is the fact that 60% of the respondents not only answered the specific questions, but chose to add narrative text of their own. This rate of "write-in" responses is the highest ever seen by the Statistics Canada team in a survey of this nature.

Analysis of questionnaire returns was completed in mid-December 1989.

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[1] *The Task Force decided that this issue was too large to be examined simply as one element of the present study. Since the issue is being addressed elsewhere within the federal government the Task Force resolved that while family care would be acknowledged as a barrier to women, research resources would not be devoted to a study of the issue.*

SECTION D

THE QUESTIONNAIRE SURVEY

(2) THE QUESTIONNAIRE

Statistics Canada Statistique Canada

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE

Dear Respondent

As Canada's largest employer, the federal government is committed to ensuring that the process by which individuals are selected for advancement is fair and equitable. This questionnaire will collect information on the attitudes, perceptions and views of public servants on barriers they may have encountered during the course of their public service careers. Information from the survey will enable the government to better understand the process by which individuals advance in the public service, with the objective of recommending changes to improve the situation in the future.

The survey is being conducted on behalf of the Task Force on Barriers to Women in the Public Service under the authority of the Statistics Act, which guarantees that your information will be kept confidential and will be used for statistical purposes only. Under no circumstances will Statistics Canada release any information about you as an individual to anyone, including the Task Force itself. All statistical tables will be screened by Statistics Canada to ensure that they do not reveal anyone's identity.

The sample for this survey has been carefully selected to represent men and women from all departments and agencies, all groups and classification levels and all geographic areas of the country. Please take a few minutes to complete the questionnaire before June 23, 1989. Even if you haven't personally experienced discrimination in your public service career, your reply is essential if the results are to provide a fair representation of the views and experiences of all public servants. Results of the survey will be incorporated in the report of the Task Force which will be presented to the President of the Treasury Board in the fall of this year. Statistical summaries will also be published by Statistics Canada after the Task Force Report.

Thank you for your cooperation and assistance.

Ivan P. Fellegi
Chief Statistician of Canada

How to complete the questionnaire

A

Answer the questions by:

Marking a circle ✗

OR Entering a number in a box 05

OR Printing in a box ABCDEF

B

After you have completed the questionnaire, place it in the postage-paid return envelope and drop it in the mail.

CONFIDENTIAL WHEN COMPLETED

AUTHORITY: collected under authority of the Statistics Act, Revised Statutes of Canada, 1985, Chapter S19.

[illegible] 14-4-89 STC/HLD-040-[illegible]

(Français au verso)

Canada

MOST RECENT HIRING IN THE PUBLIC SERVICE

1 When were you hired into the federal public service? If you left the public service at some point in time, report the date on which you most recently were hired

Month ☐☐ Year 19 ☐☐

2 What was the department and classification of the position into which you were hired?

(e.g. — Department DND Group CR Sub-Group 000 Level 04
— Department Agriculture Group ST Sub-group SCY Level 03)

Department ☐☐

Classification Gr ☐☐ S-gr ☐☐☐ Lev ☐☐

Questions 3 to 10 refer to the position you identified in question 2.

3 In which city and province/territory was the position?

City ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐

Province/Territory

Newfoundland	01 ☐	Manitoba	08 ☐
Prince Edward Island	02 ☐	Saskatchewan	09 ☐
Nova Scotia	03 ☐	Alberta	10 ☐
New Brunswick	04 ☐	British Columbia	11 ☐
The National Capital Region	05 ☐	Yukon	12 ☐
Quebec (excl. the National Capital Region)	06 ☐	Northwest Territories	13 ☐
Ontario (excl. the National Capital Region)	07 ☐	Outside Canada	14 ☐

4 What was your employee status in the position?

Indeterminate (permanent) full-time	1 ☐
Indeterminate (permanent) part-time	2 ☐
Term, 6 months or less	3 ☐
Term, more than 6 months	4 ☐
Seasonal or casual	5 ☐

5 How did you **first** find out about the position? (Mark one only)

Advertisement / media	01 ☐
Public Service Commission inventory	02 ☐
While working on contract in the public service	03 ☐
The person responsible for filling the position told me about it	04 ☐
Friends in the public service told me about it	05 ☐
Job posting in a government office	06 ☐
While working in the public service for a placement agency	07 ☐
An executive search company approached me	08 ☐
A placement agency told me	09 ☐
University/college/institute recruitment	10 ☐
Canada Employment Centre	11 ☐
Do not remember	12 ☐
Other, please specify	13 ☐

☐☐

6 What was the highest grade or level of education you had completed when you got the position?

- Less than high school 1 ○ } Go to 8
- Completed secondary 2 ○ } Go to 8
- Completed community college, technical college, CEGEP, nurse's training 3 ○ } Go to 8
- Completed bachelor's degree (e.g. B.A., B.Sc., B.A.Sc., 4 year B.Ed.) 4 ○
- Completed degree in medicine, dentistry, veterinary medicine or optometry 5 ○
- Completed master's degree (e.g. M.A., M.D.) 6 ○
- Completed doctorate (e.g. Ph.D.) 7 ○

7 Please indicate the major field of study of your highest degree at the time.

- Education 01 ○
- Physical education, recreation and leisure 02 ○
- Fine, performing and applied arts 03 ○
- Business administration, commerce, finance, accounting and related 04 ○
- Social sciences, humanities and related (including Library science) 05 ○
- Law 06 ○
- Agricultural and biological sciences 07 ○
- Engineering and applied sciences (including Forestry and Architecture) 08 ○
- Nursing 09 ○
- Health professions and occupations excluding nursing 10 ○
- Mathematics, physical sciences, computer science and related 11 ○

8 What was your marital status at the time?

- Married (incl. common-law/partner) 1 ○
- Single 2 ○
- Widowed 3 ○
- Separated or divorced 4 ○

9 Including yourself, how many people were living in your home at the time? 1 ☐☐ person(s)

How many were 5 years or under? 2 ☐☐

6 to 11 years old? 3 ☐☐

12 to 17 years old? 4 ☐☐

18 to 64 years old? 5 ☐☐

65 years and over? 6 ☐☐

10 How many were persons with a disability? None 00 ○ OR ☐☐ person(s)

11 Since your most recent hiring into the public service, have you taken a paid or unpaid leave of absence, or been away from work for three consecutive months (13 weeks) or longer?

Yes 1 ○ No 2 ○ ⟶ Go to 14

12 How many such absences have you had? ☐☐ absence(s)

We would like you to provide some additional information about the most recent absences of three or more months. Start with the most recent. (Space is allowed for up to four).

13	Start Date	End Date	COMPENSATION FROM **DEPARTMENT**	REASON
Absence 1.	1 ☐☐☐☐ M M Y Y	2 ☐☐☐☐ M M Y Y	Yes full pay 01 ☐	Maternity/paternity/parental leave following the birth or the adoption of a child 13 ☐
			Yes partial pay 02 ☐	Leave for the care and nurturing of preschool age children 14 ☐
			No compensation 03 ☐	Education leave 15 ☐
				Long term disability or sick leave 16 ☐
				Language training 17 ☐
				Other, please specify 18 ☐
Absence 2.	3 ☐☐☐☐ M M Y Y	4 ☐☐☐☐ M M Y Y	Yes full pay 04 ☐	Maternity/paternity/parental leave following the birth or the adoption of a child 21 ☐
			Yes partial pay 05 ☐	Leave for the care and nurturing of preschool age children 22 ☐
			No compensation 06 ☐	Education leave 23 ☐
				Long term disability or sick leave 24 ☐
				Language training 25 ☐
				Other, please specify 26 ☐
Absence 3.	5 ☐☐☐☐ M M Y Y	6 ☐☐☐☐ M M Y Y	Yes full pay 07 ☐	Maternity/paternity/parental leave following the birth or the adoption of a child 31 ☐
			Yes partial pay 08 ☐	Leave for the care and nurturing of preschool age children 32 ☐
			No compensation 09 ☐	Education leave 33 ☐
				Long term disability or sick leave 34 ☐
				Language training 35 ☐
				Other, please specify 36 ☐
Absence 4.	7 ☐☐☐☐ M M Y Y	8 ☐☐☐☐ M M Y Y	Yes full pay 10 ☐	Maternity/paternity/parental leave following the birth or the adoption of a child 41 ☐
			Yes partial pay 11 ☐	Leave for the care and nurturing of preschool age children 42 ☐
			No compensation 12 ☐	Education leave 43 ☐
				Long term disability or sick leave 44 ☐
				Language training 45 ☐
				Other, please specify 46 ☐

14 Since your most recent hiring, have you worked part-time or shared a job in the public service?

Yes 1 ☐ ——▶ How long? Less than a year 98 ☐ **OR** ☐☐ year(s)

No 2 ☐

15 In total, how many different positions have you had in the public service since your most recent hiring?

☐☐ position(s)

16 Are you still employed in the same position you identified in question 2, in the same group and at the same level?

Yes 1 ☐ ——▶ *Go to 22*

No 2 ☐

PRESENT POSITION

17 What is your current department and classification?

Department

Gr S-gr Lev

Classification

18 What was the date you started in your current position in the federal public service?

Month Year 19

19 In which city and province/territory are you working?

City

Province/Territory

- Newfoundland 01 ○
- Prince Edward Island 02 ○
- Nova Scotia 03 ○
- New Brunswick 04 ○
- The National Capital Region 05 ○
- Quebec (excl. the National Capital Region) 06 ○
- Ontario (excl. the National Capital Region) 07 ○
- Manitoba 08 ○
- Saskatchewan 09 ○
- Alberta 10 ○
- British Columbia 11 ○
- Yukon 12 ○
- Northwest Territories 13 ○

20 What is your employee status in this position?

- Indeterminate (permanent) full-time 1 ○
- Indeterminate (permanent) part-time 2 ○
- Term, 6 months or less 3 ○
- Term, more than 6 months 4 ○
- Seasonal 5 ○

21 Which one of the following describes how you got the position? (Mark one only)

(a) By internal competition (winning or qualifying) 01 ○

Before the competition were you

Acting in the position?	Yes 3 ○	No 4 ○
Seconded to the position?	Yes 5 ○	No 6 ○
Underfill in the position?	Yes 7 ○	No 8 ○

(b) Appointment without competition 02 ○

(c) Promotion after reclassification of the position 03 ○

(d) Promotion after appointment to a level lower than the position (underfill) 04 ○

(e) Transfer 05 ○

(f) Appointment from priority/lay-off list 06 ○

(g) Change from term to indeterminate 07 ○

(h) Term renewed 08 ○

(i) Seconded into the position 09 ○

(j) Acting in the position 10 ○

(k) On SAP, CAP, TAP or CAD 11 ○

(l) In the Executive Exchange, Interchange Canada or International Programs 12 ○

(m) Other, please specify 13 ○

22 How important do you think each of the following was in getting your current position? Mark the appropriate circle

	Very Important	Somewhat Important	Not very Important	Not at all Important	N/A
(01) Educational qualifications	01 ○	02 ○	03 ○	04 ○	05 ○
(02) Opportunity to act in the position prior to appointment	06 ○	07 ○	08 ○	09 ○	10 ○
(03) Access to appropriate training for this position	11 ○	12 ○	13 ○	14 ○	15 ○
(04) Developmental assignments prepared me for the job	16 ○	17 ○	18 ○	19 ○	20 ○
(05) Having appropriate skills in the other official language	21 ○	22 ○	23 ○	24 ○	25 ○
(06) Having the strength to perform physical work	26 ○	27 ○	28 ○	29 ○	30 ○
(07) Being a member of an Employment Equity target group (visible minority, woman, aboriginal person or person with disabilities)	31 ○	32 ○	33 ○	34 ○	35 ○
(08) Social/informal contacts with managers in the department/agency/branch	36 ○	37 ○	38 ○	39 ○	40 ○
(09) Social/informal contacts with personnel staff in the department/agency/branch	41 ○	42 ○	43 ○	44 ○	45 ○
(10) Had a senior person/mentor looking out for my interests	46 ○	47 ○	48 ○	49 ○	50 ○
(11) Acquaintance/friendship with other employees in the department	51 ○	52 ○	53 ○	54 ○	55 ○
(12) Previous work experience	56 ○	57 ○	58 ○	59 ○	60 ○
(13) Other, please specify	61 ○	62 ○	63 ○	64 ○	65 ○

23 From the factors you identified in question 22, which three were the most important? Please enter the appropriate numbers

1 2 3

WORK ASSESSMENT

24 Did you want or request a promotion in the last three years? Yes ¹ ○ No ² ○ → *Go to 27*

25 People are sometimes denied a promotion for reasons that have nothing to do with their skills, qualifications or experience. In the last three years, do you think you missed out on a **PROMOTION** for any of the following reasons? (Mark all that apply)

BECAUSE:

(01) My manager/supervisor did not think I was ready	01 ○
(02) My manager/supervisor did not want to have to replace me	02 ○
(03) My manager/supervisor did not give me information about the job	03 ○
(04) My manager/supervisor would not support my application	04 ○
(05) I did not get along with my supervisor	05 ○
(06) I did not want to work overtime/set hours/shifts	06 ○
(07) I was too young	07 ○
(08) I was too old	08 ○
(09) I was pregnant or I was planning to become pregnant	09 ○
(10) I am a woman	10 ○
(11) I am a man	11 ○
(12) I am a member of a visible minority group	12 ○
(13) I am a person with disabilities	13 ○
(14) I am an aboriginal person	14 ○
(15) I wanted a job for which they would not normally hire a woman	15 ○
(16) I wanted a job for which they would not normally hire a man	16 ○
(17) I had young children or other dependents at home	17 ○
(18) I worked part-time/I shared a job	18 ○
(19) I was divorced/separated	19 ○
(20) I was a single parent	20 ○
(21) I objected to sexual harassment	21 ○
(22) I had taken maternity/paternity/parental or child care leave	22 ○
(23) I had taken education/language training leave	23 ○
(24) I had taken long term disability/sick leave	24 ○
(25) I am an anglophone	25 ○
(26) I am a francophone	26 ○
(27) I could not relocate	27 ○
(28) I was "not part of the group"	28 ○
(29) I was unable to travel	29 ○
(30) Other, please specify	30 ○

26 Of the reasons you marked in question 25, which three were the most important? Please enter the appropriate numbers

1 ☐☐ 2 ☐☐ 3 ☐☐

27 Did you want or request a developmental opportunity (such as secondment, new project with high profile, training, etc.) in the last three years?

Yes 1 ○ No 2 ○ ⟶ *Go to 30*

28 People are sometimes denied access to a developmental opportunity (such as secondment, new project with high profile, training, etc.) for reasons that have nothing to do with their potential for advancement. In the last three years, do you think you did not have access to a **DEVELOPMENTAL OPPORTUNITY** for any of the following reasons? (Mark all that apply)

BECAUSE:

(01) My manager/supervisor did not think I was ready 01 ○
(02) My manager/supervisor did not want to have to replace me 02 ○
(03) My manager/supervisor did not give me information 03 ○
(04) My manager/supervisor would not support my application 04 ○
(05) I did not get along with my supervisor 05 ○
(06) I did not want to work overtime/set hours/shifts 06 ○
(07) I was too young 07 ○
(08) I was too old 08 ○
(09) I was pregnant or I was planning to become pregnant 09 ○
(10) I am a woman 10 ○
(11) I am a man 11 ○
(12) I am a member of a visible minority group 12 ○
(13) I am a person with disabilities 13 ○
(14) I am an aboriginal person 14 ○
(15) I wanted a job for which they would not normally hire a woman 15 ○
(16) I wanted a job for which they would not normally hire a man 16 ○
(17) I had young children or other dependents at home 17 ○
(18) I worked part-time/I shared a job 18 ○
(19) I was divorced/separated 19 ○
(20) I was a single parent 20 ○
(21) I objected to sexual harassment 21 ○
(22) I had taken maternity/paternity/parental or child care leave 22 ○
(23) I had taken education/language training leave 23 ○
(24) I had taken long term disability/sick leave 24 ○
(25) I am an anglophone 25 ○
(26) I am a francophone 26 ○
(27) I could not relocate 27 ○
(28) I was "not part of the group" 28 ○
(29) I was unable to travel 29 ○
(30) Other, please specify 30 ○

29 Of the reasons you marked in question 28, which three are the most important? Please enter the appropriate numbers

1 ☐☐ 2 ☐☐ 3 ☐☐

FUTURE PLANS

30 Which of the following best represents your plans for the next three to five years? **(Mark one only)**

(1) No change 01○ → *Go to 32*
(2) Seek promotion within department/agency 02○
(3) Reassignment within department/agency 03○
(4) Seek promotion outside department/agency 04○
(5) Reassignment outside department/agency 05○
(6) Complete change in occupation within the public service 06○
(7) Obtain part-time/job sharing employment inside the public service 07○
(8) Obtain part-time/job sharing employment outside the public service 08○
(9) Leave the public service temporarily 09○
(10) Leave the public service permanently 10○
(11) Other, please specify 11○

31 Why do you want this change? **(Mark all that apply)**

(1) To get a higher salary 01○
(2) To gain more experience 02○
(3) To have more responsibility 03○
(4) To have a job with more challenge 04○
(5) Because I am raising children 05○
(6) To have more time to spend with my family 06○
(7) Because I have problems with child care 07○
(8) I can't stand my job 08○
(9) I do not get along with my supervisor/manager 09○
(10) It is the next logical step in my career plan 10○
(11) To get away from a discriminatory working environment 11○
(12) Other, please specify 12○

→ *Go to 34*

32 Why are you not seeking a change? **(Mark all that apply)**

(01) I need more time to gain experience 01○
(02) I do not have enough education to change group and/or level 02○
(03) I face some language barriers 03○
(04) I have already reached the highest level for my skills 04○
(05) A new job will not allow sufficient time for family responsibilities 05○
(06) I do not want added work responsibilities 06○
(07) I do not want to change my child care arrangements 07○
(08) I cannot find a job with appropriate hours 08○
(09) The competition process is too stressful 09○
(10) My past experience leads me to believe that my chances of getting a promotion are limited 10○
(11) I do not think there will be any jobs 11○
(12) I have already reached my career goal 12○
(13) I am going to retire 13○
(14) I am satisfied with my current position 14○
(15) Other, please specify 15○

33 Of the reasons you marked in question 32, which three are the most important? Please enter the appropriate numbers

1 ☐☐ 2 ☐☐ 3 ☐☐

34 What do you think would help you most in overcoming possible barriers to your advancement in the public service?

GENERAL ISSUES

35 Here are some perceptions of people working in the public service. For each statement listed below, mark the circle that best describes your opinion.

	Strongly Agree	Slightly Agree	Slightly Disagree	Strongly Disagree	No Opinion
(1) There are better job opportunities in the public service if you come from the outside	001 ○	002 ○	003 ○	004 ○	005 ○
(2) Positions are often posted after the department/agency has already identified the person they want to fill the position	006 ○	007 ○	008 ○	009 ○	010 ○
(3) Francophones get ahead more easily	011 ○	012 ○	013 ○	014 ○	015 ○
(4) There are not enough vacant positions opening up in the public service	016 ○	017 ○	018 ○	019 ○	020 ○
(5) Men and women are treated in the same way in my department	021 ○	022 ○	023 ○	024 ○	025 ○
(6) Men and women are treated in the same way in the public service	026 ○	027 ○	028 ○	029 ○	030 ○
(7) Even though I have the skills to do a certain job, I know I won't get some jobs without a university degree	031 ○	032 ○	033 ○	034 ○	035 ○
(8) Men make better managers than women do	036 ○	037 ○	038 ○	039 ○	040 ○
(9) Employment equity and affirmative action programmes give women an unfair career advantage when the public service is downsizing	041 ○	042 ○	043 ○	044 ○	045 ○
(10) When being considered for a job, it is a disadvantage to have family responsibilities	046 ○	047 ○	048 ○	049 ○	050 ○
(11) Women who are pregnant should not apply for competitions in the public service	051 ○	052 ○	053 ○	054 ○	055 ○
(12) Raising children should be a woman's responsibility	056 ○	057 ○	058 ○	059 ○	060 ○
(13) Women have to be more qualified then men to be promoted	061 ○	062 ○	063 ○	064 ○	065 ○
(14) Women in the public service come up against an invisible barrier once they get to a certain level	066 ○	067 ○	068 ○	069 ○	070 ○
(15) People get ahead because of who they know	071 ○	072 ○	073 ○	074 ○	075 ○
(16) People quit the public service rather than repay pension contributions after extended leave	076 ○	077 ○	078 ○	079 ○	080 ○
(17) Unions are more supportive than management on issues related to employment equity	081 ○	082 ○	083 ○	084 ○	085 ○
(18) Women have been placed in positions beyond their expertise and training because of the employment equity program	086 ○	087 ○	088 ○	089 ○	090 ○
(19) Women should not expect to be placed in management positions that have usually been held by men	091 ○	092 ○	093 ○	094 ○	095 ○
(20) People are too sensitive about sexist jokes in the workplace	096 ○	097 ○	098 ○	099 ○	100 ○
(21) Some jobs are more suited to skills that men have, while some jobs are more suited to women	101 ○	102 ○	103 ○	104 ○	105 ○
(22) Men have an advantage because they have more role models than women do	106 ○	107 ○	108 ○	109 ○	110 ○
(23) The rules of behaviour in this workplace are much more relaxed for men than for women	111 ○	112 ○	113 ○	114 ○	115 ○
(24) Managers and supervisors in the public service are often sexist	116 ○	117 ○	118 ○	119 ○	120 ○

GENERAL INFORMATION

Questions 36 to 48 refer to your current situation

36 Sex Male 1 ○ Female 2 ○

37 First official language? English 3 ○ French 4 ○

38 Year of birth? 19 ___

39 Marital status?

Married (incl. common-law/partner)	1 ○
Single	2 ○
Widowed	3 ○
Separated or divorced	4 ○

40 Including yourself, how many people are living in your home? 1 ___ . person(s)

How many are 5 years or under? 2 ___

6 to 11 years old? 3 ___

12 to 17 years old? 4 ___

18 to 64 years old? 5 ___

65 years and over? 6 ___

41 How many are persons with a disability? None 98 ○ **OR** ___ . person(s)

42 What is the highest grade or level of education you have completed?

Less than high school	1 ○	Go to 44
Completed secondary	2 ○	
Completed community college, technical college, CEGEP, nurse's training	3 ○	
Completed bachelor's degree (e.g. B.A., B.Sc., B.A.Sc., 4 year B.Ed.)	4 ○	
Completed degree in medicine, dentistry, veterinary medicine or optometry	5 ○	
Completed master's degree (e.g. M.A., M.D.)	6 ○	
Completed doctorate (e.g. Ph.D.)	7 ○	

43 Please indicate the major field of study of your highest degree

Education	01 ○
Physical education, recreation and leisure	02 ○
Fine, performing and applied arts	03 ○
Business administration, commerce, finance, accounting and related	04 ○
Social sciences, humanities and related (including Library science)	05 ○
Law	06 ○
Agricultural and biological sciences	07 ○
Engineering and applied sciences (including Forestry and Architecture)	08 ○
Nursing	09 ○
Health professions and occupations excluding nursing	10 ○
Mathematics, physical sciences, computer science and related	11 ○

44 Are you any one of the following

	YES	NO
Inuit, Metis, Non-Status Indian, Status Indian	1 ○	2 ○
For the purposes of employment, do you consider yourself, or do you believe that a potential employer would likely consider you, disadvantaged by reason of a persistent and severe disability?	3 ○	4 ○
Are you, by virtue of your race or colour, in a visible minority in Canada? (i.e., Black, Chinese, Japanese, Korean, Filipino, South Asian, Visible Minority West Asian or North African, South East Asian, Visible Minority Latin American, Oceanic or a person of mixed race or colour including at least one of the preceding visible minority groups.)	5 ○	6 ○

45 What is your annual rate of pay before taxes and deductions?

less than $10,000 01○
$10,000 to $19,999 02○
$20,000 to $29,999 03○
$30,000 to $39,999 04○
$40,000 to $49,999 05○
$50,000 to $59,999 06○
$60,000 to $69,999 07○
$70,000 to $79,999 08○
$80,000 to $89,999 09○
$90,000 to $99,999 10○
over $100,000 11○

46 What was your household's total income for 1988 from all sources before taxes and deductions?

less than $10,000 01○
$10,000 to $19,999 02○
$20,000 to $29,999 03○
$30,000 to $39,999 04○
$40,000 to $49,999 05○
$50,000 to $59,999 06○
$60,000 to $69,999 07○
$70,000 to $79,999 08○
$80,000 to $89,999 09○
$90,000 to $99,999 10○
over $100,000 11○

47 Do you have any other comments on barriers to advancement for men and women in the public service?

SECTION D

THE QUESTIONNAIRE SURVEY

(3) RESPONSE TABLES

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q2A - WHAT WAS THE DEPARTMENT AND CLASSIFICATION OF THE POSITION INTO WHICH YOU WERE HIRED?						
ATLANTIC CANADA OPPORTUNITIES AGENCY	46	100.0	11	23.1	34	74.9
ATOMIC ENERGY CONTROL BOARD	12	100.0	12	100.0	-	-
ATOMIC ENERGY OF CANADA LTD.	41	100.0	4	8.7	38	91.3
AGRICULTURE CANADA	9.764	100.0	6.874	70.4	2.890	29.6
NATIONAL ARCHIVES OF CANADA	681	100.0	289	42.4	393	57.6
AGRICULTURAL STABILIZATION BOARD	1	100.0	-	-	1	100.0
NATIONAL TRANSPORTATION AGENCY	146	100.0	18	12.4	127	87.6
AUDITOR GENERAL	92	100.0	75	81.8	17	18.2
BANK OF CANADA	6	100.0	-	-	6	100.0
REVENUE CANADA - CUSTOMS AND EXCISE	8.702	100.0	4.237	48.7	4.465	51.3
CONSUMER AND CORPORATE AFFAIRS	1.858	100.0	1.004	54.0	854	46.0
CANADIAN COMMERCIAL CORPORATION	53	100.0	53	100.0	-	-
CANADIAN COUNCIL	2	100.0	-	-	2	100.0
CANADIAN GRAIN COMMISSION	26	100.0	-	-	26	100.0
CANADA LABOUR RELATIONS BOARD	17	100.0	-	-	17	100.0
CANADIAN CENTRE FOR MANAGEMENT DEVELOPMENT	42	100.0	42	100.0	-	-
COMMISSIONER OF OFFICIAL LANGUAGES	100	100.0	42	42.0	58	58.0
COMMUNICATIONS	2.387	100.0	1.317	55.2	1.070	44.8
CANADIAN PENSION COMMISSION	16	100.0	-	-	16	100.0
STATUS OF WOMEN OFFICE OF THE COORD.	6	100.0	-	-	6	100.0
FISHERIES AND OCEAN CANADA	4.421	100.0	3.330	75.3	1.090	24.7
NATIONAL DEFENSE	32.381	100.0	20.633	63.7	11.748	36.3
ENVIRONMENT	6.295	100.0	4.325	68.7	1.970	31.3
PUBLIC WORKS	6.679	100.0	4.924	73.7	1.755	26.3
SUPPLY AND SERVICES	8.140	100.0	3.933	48.3	4.207	51.7
VETERANS AFFAIRS	3.534	100.0	1.498	42.4	2.036	57.6
ECONOMIC COUNCIL OF CANADA	153	100.0	143	93.1	10	6.9
EMPLOYMENT AND IMMIGRATION	23.085	100.0	8.582	37.2	14.503	62.8
ENERGY. MINES AND RESOURCES	4.447	100.0	2.956	66.5	1.491	33.5
NATIONAL ENERGY BOARD	80	100.0	56	70.4	24	29.6
EXTERNAL AFFAIRS	2.722	100.0	1.292	47.4	1.430	52.6
FINANCE	1.051	100.0	631	60.1	420	39.9
FEDERAL-PROVINCIAL RELATIONS OFFICE	28	100.0	7	25.1	21	74.9
GOVERNOR GENERAL	72	100.0	42	57.9	30	42.1
HOUSE OF COMMON	16	100.0	16	100.0	-	-
CANADIAN HUMAN RIGHTS COMMISSION	114	100.0	36	31.3	78	68.7
INDIAN AFFAIRS AND NORTHERN DEVELOPMENT	5.377	100.0	3.459	64.3	1.918	35.7
CANADIAN INTERNATIONAL DEVELOPMENT AGENCY	207	100.0	43	20.7	164	79.3
INTERNATIONAL JOINT COMMISSION	5	100.0	5	100.0	-	-
INVESTMENT CANADA	16	100.0	-	-	16	100.0
INFORMATION AND PRIVACY COMMISSION OF CANADA	94	100.0	79	83.5	15	16.5
JUSTICE	1.263	100.0	596	47.2	666	52.8
LABOUR CANADA	834	100.0	424	50.8	411	49.2
ROYAL CANADIAN MINT	20	100.0	2	12.5	17	87.5
TRANSPORT CANADA	18.659	100.0	14.824	79.4	3.835	20.6
MINISTER OF STATE FOR FORESTRY	72	100.0	28	38.6	44	61.4
SCIENCES AND TECHNOLOGY MINISTRY OF STATE	45	100.0	38	84.5	7	15.5
NATIONAL CAPITAL COMMISSION	808	100.0	592	73.3	216	26.7
NATIONAL FILM BOARD	19	100.0	-	-	19	100.0
HEALTH AND WELFARE	8.088	100.0	3.184	39.4	4.904	60.6
NATIONAL LIBRARY	788	100.0	209	26.5	579	73.5
NATIONAL MUSEUMS OF CANADA	322	100.0	136	42.1	187	57.9
NATIONAL PAROLE BOARD	85	100.0	27	31.9	58	68.1
NATIONAL RESEARCH COUNCIL OF CANADA	54	100.0	39	72.7	15	27.3
CONTROLLER GENERAL OF CANADA	38	100.0	11	30.4	26	69.6
PRIME MINISTER OFFICE OF	15	100.0	12	79.4	3	20.6
PRIVY COUNCIL OFFICE	259	100.0	117	45.0	143	55.0
CORRECTIONAL SERVICES	10.027	100.0	6.875	68.6	3.152	31.4
POST CANADA	864	100.0	637	73.7	227	26.3
PUBLIC SERVICE COMMISSION	2.822	100.0	1.414	50.1	1.408	49.9
ROYAL CANADIAN MOUNTED POLICE	3.211	100.0	661	20.6	2.551	79.4
PRAIRIE FARM REHABILITATION ADMINISTRATION	326	100.0	216	66.3	110	33.7
DEPT. OF REGIONAL INDUSTRIAL EXPANSION	1.108	100.0	522	47.1	586	52.9
CANADIAN RADIO-TELVISION COMMISSION	276	100.0	86	31.3	190	68.7
SCIENCE COUNCIL OF CANADA	30	100.0	25	83.8	4	14.2
SECRETARY OF STATE	2.686	100.0	867	32.3	1.820	67.7
STATISTICS CANADA	4.602	100.0	2.395	52.0	2.207	48.0
NATIONAL REVENUE - TAXATION	17.950	100.0	9.484	52.8	8.466	47.2
TREASURY BOARD	478	100.0	176	36.8	302	63.2
UNKNOWN (UNABLE TO CODE)	3.120	100.0	1.442	46.2	1.678	53.8
WESTERN DIVERSIFICATION OFFICE	69	100.0	48	70.0	21	30.0
NOT STATED	1.239	100.0	594	47.9	645	52.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1983

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q23 - CLASSIFICATION OF POSITION HIRED INTO						
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
AG	323	100.0	294	91.2	29	8.8
AI	886	100.0	838	94.6	48	5.4
AO	444	100.0	417	94.0	27	6.0
AR	342	100.0	308	90.1	34	9.9
AS	2,715	100.0	2,104	77.5	611	22.5
AT	1,035	100.0	671	64.8	364	35.2
AU	1,297	100.0	1,099	84.8	197	15.2
BI	1,090	100.0	839	77.0	251	23.0
CH	392	100.0	263	66.9	130	33.1
CM	686	100.0	447	65.2	239	34.8
CO	903	100.0	774	85.7	129	14.3
CR	62,979	100.0	21,682	34.4	41,297	65.6
CS	2,796	100.0	2,105	75.3	691	24.7
CX	5,135	100.0	4,439	86.4	696	13.6
DA	3,141	100.0	977	31.1	2,164	68.9
DD	2,023	100.0	1,768	87.4	254	12.6
DE	46	100.0	40	87.2	6	12.8
DS	579	100.0	509	87.9	70	12.1
ED	1,310	100.0	789	60.2	522	39.8
EG	6,665	100.0	5,329	79.9	1,337	20.1
EL	2,824	100.0	2,769	98.0	55	2.0
EN	2,670	100.0	2,585	96.8	85	3.2
ES	2,159	100.0	1,625	75.3	534	24.7
EU	37	100.0	31	84.2	6	15.8
EX	156	100.0	127	81.6	29	18.4
FI	1,024	100.0	812	79.2	213	20.8
FO	200	100.0	146	72.9	54	27.1
FR	1,317	100.0	1,305	99.1	12	.9
FS	903	100.0	636	70.4	267	29.6
GL	13,758	100.0	13,454	97.8	304	2.2
GS	9,320	100.0	6,757	72.5	2,564	27.5
GT	1,834	100.0	1,491	81.3	344	18.7
HE	39	100.0	–	–	39	100.0
HP	2,003	100.0	1,966	98.1	37	1.9
HR	158	100.0	100	63.4	58	36.6
HS	1,640	100.0	839	51.1	802	48.9
IS	682	100.0	444	65.1	238	34.9
LA	622	100.0	434	69.8	188	30.2
LI	315	100.0	310	98.6	4	1.4
LS	755	100.0	280	37.1	475	62.9
MA	238	100.0	168	70.6	70	29.4
MD	295	100.0	254	86.3	40	13.7
MT	723	100.0	655	90.6	68	9.4
NU	1,514	100.0	170	11.2	1,344	88.8
OE	575	100.0	308	53.6	266	46.4
OM	442	100.0	415	93.9	27	6.1
OP	84	100.0	55	65.4	29	34.6
PC	649	100.0	496	76.4	153	23.6
PE	954	100.0	776	81.4	178	18.6
PG	774	100.0	611	78.9	163	21.1
PH	133	100.0	64	48.2	69	51.8
PI	2,065	100.0	1,909	92.4	156	7.6
PM	13,397	100.0	10,152	75.8	3,245	24.2
PR	998	100.0	749	75.0	249	25.0
PS	118	100.0	97	82.2	21	17.8
PY	140	100.0	132	94.4	8	5.6
RO	1,308	100.0	1,242	94.9	67	5.1
SC	1,942	100.0	1,830	94.2	112	5.8
SE	1,007	100.0	921	91.5	86	8.5
SG	546	100.0	429	78.6	117	21.4
SI	3,028	100.0	808	26.7	2,219	73.3
SM	214	100.0	201	94.3	12	5.7
SO	1,122	100.0	1,071	95.4	52	4.6
SR	1,378	100.0	1,369	99.4	9	.6
ST	20,301	100.0	246	1.2	20,056	98.8
SW	168	100.0	112	66.3	57	33.7
SX	20	100.0	18	90.5	2	9.5
TI	1,931	100.0	1,710	88.5	221	11.5
TR	1,025	100.0	522	50.9	504	49.1
UT	129	100.0	129	100.0	–	–
VM	628	100.0	561	89.4	67	10.6
VS	167	100.0	103	61.4	65	38.6
WP	790	100.0	531	67.2	259	32.8
NOT STATED	6,860	100.0	4,834	70.5	2,026	29.5
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q3B - PROVINCE						
NEWFOUNDLAND	5.035	100.0	3.801	75.5	1.234	24.5
PRINCE EDWARD ISLAND	1.846	100.0	1.145	62.0	701	38.0
NOVA SCOTIA	13.235	100.0	9.379	70.9	3.856	29.1
NEW BRUNSWICK	7.992	100.0	4.682	58.6	3.310	41.4
THE NATIONAL CAPITAL REGION	59.477	100.0	31.553	53.0	27.924	47.0
QUEBEC (EXCL. THE NATIONAL CAPITAL REGION)	34.709	100.0	20.887	60.2	13.822	39.8
ONTARIO (EXCL. THE NATIONAL CAPITAL REGION)	32.853	100.0	17.067	51.9	15.786	48.1
MANITOBA	8.998	100.0	4.837	53.8	4.161	46.2
SASKATCHEWAN	6.479	100.0	3.302	51.0	3.177	49.0
ALBERTA	13.536	100.0	8.153	60.2	5.383	39.8
BRITISH COLUMBIA	16.793	100.0	9.612	57.2	7.182	42.8
YUKON	749	100.0	361	48.2	388	51.8
NORTHWEST TERRITORIES	1.390	100.0	871	62.7	519	37.3
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q4 - WHAT WAS YOUR EMPLOYEE STATUS IN THE POSITION?						
INDETERMINATE (PERMANENT) FULL-TIME	119.781	100.0	80.281	67.0	39.500	33.0
INDETERMINATE (PERMANENT) PART-TIME	4.280	100.0	1.939	45.3	2.341	54.7
TERM, 6 MONTHS OR LESS	43.107	100.0	16.937	39.3	26.169	60.7
TERM, MORE THAN 6 MONTHS	24.139	100.0	11.346	47.0	12.793	53.0
SEASONAL OR CASUAL	10.901	100.0	4.632	42.5	6.269	57.5
NOT STATED	884	100.0	514	58.1	370	41.9
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q5 - HOW DID YOU FIRST FIND OUT ABOUT THE POSITION?						
ADVERTISEMENT/MEDIA	22.186	100.0	16.816	75.8	5.370	24.2
PUBLIC SERVICE COMMISSION INVENTORY	25.477	100.0	11.025	43.3	14.452	56.7
WHILE WORKING ON CONTRACT IN THE PUBLIC SERVICE	8.549	100.0	4.380	51.2	4.169	48.8
THE PERSON RESPONSIBLE FOR FILLING THE POSITION TOLD ME ABOUT IT	10.455	100.0	6.228	59.6	4.227	40.4
FRIENDS IN THE PUBLIC SERVICE TOLD ME ABOUT IT	37.758	100.0	24.540	65.0	13.218	35.0
JOB POSTING IN A GOVERNMENT OFFICE	9.277	100.0	6.785	73.1	2.493	26.9
WHILE WORKING IN THE PUBLIC SERVICE FOR A PLACEMENT AGENCY	3.483	100.0	731	21.0	2.752	79.0
AN EXECUTIVE SEARCH COMPANY APPROACHED ME	262	100.0	146	55.8	116	44.2
A PLACEMENT AGENCY TOLD ME	1.580	100.0	430	27.2	1.150	72.8
UNIVERSITY/COLLEGE/INSTITUTE RECRUITMENT	15.529	100.0	10.821	69.7	4.708	30.3
CANADA EMPLOYMENT CENTRE	46.605	100.0	21.338	45.8	25.267	54.2
DO NOT REMEMBER	3.301	100.0	1.992	60.3	1.309	39.7
OTHER	17.453	100.0	9.712	55.6	7.740	44.4
NOT STATED	1.175	100.0	704	60.0	471	40.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q6 - WHAT WAS THE HIGHEST GRADE OR LEVEL OF EDUCATION YOU HAD COMPLETED WHEN YOU GOT THE POSITION?						
LESS THAN HIGH SCHOOL	19.551	100.0	12.579	64.3	6.972	35.7
COMPLETED SECONDARY	86.102	100.0	42.318	49.1	43.784	50.9
COMPLETED COMMUNITY COLLEGE, TECHNICAL COLLEGE,CEGEP, NURSE'S TRAINING	45.454	100.0	24.808	54.6	20.646	45.4
COMPLETED BACHELOR'S DEGREE (E.G. B.A. B.SC., B.A.SC., 4 YEAR B.ED.)	37.134	100.0	25.033	67.4	12.101	32.6
COMPLETED DEGREE IN MEDICINE, DENTISTRY, VETERINARY MEDICINE OR OPTOMETRY	1.315	100.0	1.063	80.8	253	19.2
COMPLETED MASTER'S DEGREE (E.G. M.A., M.D.)	9.038	100.0	6.603	73.1	2.435	26.9
COMPLETED DOCTORATE (E.G. PH.D.)	2.517	100.0	2.210	87.8	307	12.2
UNIVERSITY DEGREE UNKNOWN	466	100.0	253	54.4	213	45.6
NOT STATED	1.513	100.0	782	51.6	732	48.4
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q7 - PLEASE INDICATE THE MAJOR FIELD OF STUDY OF YOUR HIGHEST DEGREE AT THE TIME?						
NOT APPLICABLE	151.107	100.0	79.705	52.7	71.402	47.3
EDUCATION	3.087	100.0	1.631	52.8	1.456	47.2
PHYSICAL EDUCATION, RECREATION AND LEISURE	532	100.0	348	65.5	184	34.5
FINE, PERFORMING AND APPLIED ARTS	1.882	100.0	1.009	53.6	874	46.4
BUSINESS ADMINISTRATION, COMMERCE, FINANCE, ACCOUNTING AND RELATED	10.237	100.0	7.922	77.4	2.315	22.6
SOCIAL SCIENCES, HUMANITIES AND RELATED (INCLUDING LIBRARY SCIENCE)	14.892	100.0	8.511	57.2	6.380	42.8
LAW	1.418	100.0	1.031	72.7	387	27.3
AGRICULTURAL AND BIOLOGICAL SCIENCES	5.563	100.0	4.344	78.1	1.220	21.9
ENGINEERING AND APPLIED SCIENCES (INC. FORESTRY AND ARCHITECTURE)	5.576	100.0	5.047	90.5	528	9.5
NURSING	351	100.0	27	7.8	324	92.2
HEALTH PROFESSIONS AND OCCUPATIONS EXCLUDING NURSING	1.170	100.0	726	62.0	444	38.0

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY–Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q7 – PLEASE INDICATE THE MAJOR FIELD OF STUDY OF YOUR HIGHEST DEGREE AT THE TIME?						
MATHEMATICS, PHYSICAL SCIENCES, COMPUTER SCIENCE AND RELATED	5.404	100.0	4.346	80.4	1.058	19.6
NOT STATED	1.872	100.0	1.002	53.5	870	46.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q8 – WHAT WAS YOUR MARITAL STATUS AT THE TIME?						
MARRIED (INCL. COMMON-LAW/PARTNER)	98.687	100.0	59.624	60.4	39.063	39.6
SINGLE	92.292	100.0	52.100	56.5	40.191	43.5
WIDOWED	1.026	100.0	252	24.5	774	75.5
SEPARATED OR DIVORCED	10.345	100.0	3.225	31.2	7.119	68.8
NOT STATED	742	100.0	448	60.4	294	39.6
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q10 – PERSONS LIVING IN YOUR HOME WITH DISABILITY						
NONE	191.319	100.0	109.109	57.0	82.210	43.0
1 OR MORE	7.898	100.0	4.357	55.2	3.540	44.8
NOT STATED	3.875	100.0	2.183	56.3	1.692	43.7
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q11 – SINCE MOST RECENT HIRING INTO PS TAKEN PAID OR UNPAID ABS OR BEEN AWAY FROM WORK FOR 3 CONSEC MNTHS (13 WKS) OR LONGER?						
YES	36.292	100.0	11.162	30.8	25.130	69.2
NO	166.799	100.0	104.487	62.6	62.312	37.4
Q17B – CLASSIFICATION OF PRESENT POSITION						
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
NOT APPLICALBE	56.331	100.0	34.704	61.6	21.627	38.4
AC	5	100.0	–	–	5	100.0
AG	395	100.0	339	85.8	56	14.2
AI	962	100.0	929	96.6	33	3.4
AO	455	100.0	439	96.6	16	3.4
AR	268	100.0	240	89.6	28	10.4
AS	10.859	100.0	5.830	53.7	5.029	46.3
AT	50	100.0	28	55.3	22	44.7
AU	3.411	100.0	2.940	86.2	472	13.8
BI	886	100.0	706	79.6	180	20.4
CH	443	100.0	340	76.9	102	23.1
CM	347	100.0	222	64.0	125	36.0
CO	867	100.0	664	78.4	183	21.6
CR	34.088	100.0	6.511	19.1	27.577	80.9
CS	3.306	100.0	2.457	74.3	849	25.7
CX	2.207	100.0	1.876	85.0	332	15.0
DA	1.498	100.0	567	37.8	931	62.2
DD	1.233	100.0	1.100	89.3	132	10.7
DE	47	100.0	38	80.3	9	19.7
DS	524	100.0	477	91.0	47	9.0
ED	751	100.0	533	71.0	218	29.0
EG	5.076	100.0	4.340	85.5	736	14.5
EL	2.495	100.0	2.456	98.4	39	1.6
EN	1.729	100.0	1.656	95.8	73	4.2
ES	2.130	100.0	1.595	74.9	535	25.1
EX	1.845	100.0	1.636	88.6	210	11.4
FI	2.431	100.0	1.601	65.9	830	34.1
FO	54	100.0	23	43.0	31	57.0
FR	762	100.0	762	100.0	–	–
FS	840	100.0	562	66.9	278	33.1
GL	6.321	100.0	6.153	97.4	167	2.6
GS	3.701	100.0	2.604	70.3	1.098	29.7
GT	1.913	100.0	1.606	84.0	307	16.0
HE	14	100.0	–	–	14	100.0
HP	857	100.0	854	99.7	3	.3
HR	234	100.0	177	75.7	57	24.3
HS	485	100.0	114	23.4	371	76.6
IS	788	100.0	408	51.8	380	48.2
LA	624	100.0	479	76.8	145	23.2
LI	156	100.0	156	100.0	–	–
LS	521	100.0	131	25.2	390	74.8
MA	176	100.0	131	74.6	45	25.4
MD	150	100.0	128	85.2	22	14.8
MT	602	100.0	551	91.4	52	8.6
NU	644	100.0	96	14.8	549	85.2
OE	196	100.0	67	34.1	129	65.9
OM	658	100.0	448	68.1	210	31.9
OP	27	100.0	–	–	27	100.0
PC	898	100.0	753	83.8	145	16.2
PE	2.433	100.0	1.122	46.1	1.311	53.9
PG	2.073	100.0	1.380	66.6	693	33.4
PH	82	100.0	45	54.8	37	45.2

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1983

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
PI	1.622	100.0	1.468	90.5	154	9.5
PL	14	100.0	–	–	14	100.0
PM	20.497	100.0	11.782	57.5	8.715	42.5
PR	526	100.0	424	80.6	102	19.4
PS	31	100.0	–	–	31	100.0
PY	117	100.0	109	93.2	8	6.8
RO	556	100.0	517	92.9	39	7.1
SC	287	100.0	284	99.0	3	1.0
SE	959	100.0	887	92.5	72	7.5
SG	566	100.0	403	71.2	163	28.8
SI	2.180	100.0	1.034	47.4	1.146	52.6
SM	1.642	100.0	1.410	85.9	232	14.1
SO	1.019	100.0	947	93.0	71	7.0
SR	1.090	100.0	1.081	99.2	9	.8
ST	9.150	100.0	70	.8	9.079	99.2
SW	48	100.0	37	77.1	11	22.9
TI	860	100.0	829	96.5	30	3.5
TR	611	100.0	294	48.2	316	51.8
UT	146	100.0	146	100.0	–	–
VM	344	100.0	318	92.6	26	7.4
VS	122	100.0	81	66.3	41	33.7
WP	877	100.0	553	63.0	324	37.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q19 - IN WHICH PROVINCE/TERRITORY ARE YOU WORKING?						
NOT APPLICABLE	56.331	100.0	34.704	61.6	21.627	38.4
NEWFOUNDLAND	3.172	100.0	2.347	74.0	826	26.0
PRINCE EDWARD ISLAND	1.497	100.0	921	61.5	576	38.5
NOVA SCOTIA	8.879	100.0	6.045	68.1	2.834	31.9
NEW BRUNSWICK	5.610	100.0	3.303	58.9	2.307	41.1
THE NATIONAL CAPITAL REGION	53.321	100.0	27.782	52.1	25.539	47.9
QUEBEC (EXCL. THE NATIONAL CAPITAL REGION)	22.409	100.0	13.047	58.2	9.361	41.8
ONTARIO (EXCL. THE NATIONAL CAPITAL REGION)	20.479	100.0	10.168	49.7	10.311	50.3
MANITOBA	6.078	100.0	3.078	50.6	3.000	49.4
SASKATCHEWAN	4.078	100.0	2.182	53.5	1.896	46.5
ALBERTA	8.214	100.0	4.754	57.9	3.460	42.1
BRITISH COLUMBIA	11.932	100.0	6.680	56.0	5.253	44.0
YUKON	571	100.0	312	54.7	259	45.3
NORTHWEST TERRITORIES	518	100.0	324	62.5	194	37.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q20 - WHAT IS YOUR EMPLOYEE STATUS IN THIS POSITION?						
NOT APPLICABLE	56.331	100.0	34.704	61.6	21.627	38.4
INDETERMINATE (PERMANENT) FULL-TIME	133.006	100.0	75.784	57.0	57.222	43.0
INDETERMINATE (PERMANENT) PART-TIME	2.812	100.0	518	18.4	2.294	81.6
TERM, 6 MONTHS OR LESS	2.274	100.0	830	36.5	1.444	63.5
TERM, MORE THAN 6 MONTHS	5.029	100.0	1.981	39.4	3.048	60.6
SEASONAL	256	100.0	174	67.8	82	32.2
NOT STATED	3.382	100.0	1.658	49.0	1.725	51.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q21 - WHICH ONE OF THE FOLLOWING DESCRIBES HOW YOU GOT THE POSITION?						
NOT APPLICABLE	56.331	100.0	34.704	61.6	21.627	38.4
BY INTERNAL COMPETITION (WINNING OR QUALIFYING)	82.220	100.0	47.609	57.9	34.611	42.1
APPOINTMENT WITHOUT COMPETITION	11.697	100.0	6.926	59.2	4.771	40.8
PROMOTION AFTER RECLASSIFICATION OF THE POSITION	11.536	100.0	6.437	55.8	5.099	44.2
PROMOTION AFTER APPOINTMENT TO A LEVEL LOWER THAN THE POSITION (UNDERFILL)	875	100.0	573	65.5	302	34.5
TRANSFER	12.618	100.0	6.807	53.9	5.811	46.1
APPOINTMENT FROM PRIORITY/LAY-OFF LIST	5.149	100.0	1.921	37.3	3.228	62.7
CHANGE FROM TERM TO INDETERMINATE	654	100.0	338	51.6	317	48.4
TERM RENEWED	334	100.0	87	26.1	247	73.9
SECONDED INTO THE POSITION	2.348	100.0	967	41.2	1.381	58.8
ACTING IN THE POSITION	6.488	100.0	2.439	37.6	4.049	62.4
ON SAP, CAP, TAP OR CAD	706	100.0	429	60.8	277	39.2
IN THE EXECUTIVE EXCHANGE, INTERCHANGE CANADA OR INTERNATIONAL PROGRAMS	82	100.0	78	95.1	4	4.9
OTHER, PLEASE SPECIFY	6.112	100.0	3.307	54.1	2.805	45.9
NOT STATED	5.941	100.0	3.026	50.9	2.915	49.1
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q21A.1 - BEFORE THE COMPETITION WERE YOU ACTING IN THE POSITION?						
NOT APPLICABLE	120.871	100.0	68.040	56.3	52.831	43.7
YES	22.173	100.0	12.331	55.6	9.842	44.4
NO	35.189	100.0	20.369	57.9	14.821	42.1
NOT STATED	24.858	100.0	14.910	60.0	9.948	40.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q21A.2 - BEFORE THE COMPETITION WERE YOU SECONDED TO THE POSITION?						
NOT APPLICABLE	120.871	100.0	68.040	56.3	52.831	43.7
YES	1.645	100.0	799	48.6	845	51.4
NO	35.700	100.0	20.789	58.2	14.911	41.8
NOT STATED	44.875	100.0	26.021	58.0	18.854	42.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q21A.3 - BEFORE THE COMPETITION WERE YOU UNDERFILL IN THE POSITION?						
NOT APPLICABLE	120.871	100.0	68.040	56.3	52.831	43.7
YES	2.507	100.0	1.292	51.5	1.215	48.5
NO	35.075	100.0	20.465	58.3	14.610	41.7
NOT STATED	44.638	100.0	25.853	57.9	18.785	42.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1987

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q22.1 - HOW IMPORTANT WERE THE FOLLOWING IN GETTING YOUR CURRENT POSITION? EDUCATIONAL QUALIFICATIONS						
VERY IMPORTANT	38.600	100.0	24.924	64.6	13.677	35.4
SOMEWHAT IMPORTANT	58.221	100.0	31.005	53.3	27.216	46.7
NOT VERY IMPORTANT	28.583	100.0	14.624	51.2	13.959	48.8
NOT AT ALL IMPORTANT	12.497	100.0	6.380	51.1	6.117	48.9
NOT APPLICABLE	3.040	100.0	1.387	45.6	1.653	54.4
NOT STATED	62.149	100.0	37.330	60.1	24.820	39.9
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF OPPORTUNITY TO ACT IN POSITION PRIOR TO APPOINTMENT						
VERY IMPORTANT	31.202	100.0	15.106	48.4	16.095	51.6
SOMEWHAT IMPORTANT	27.418	100.0	15.929	58.1	11.490	41.9
NOT VERY IMPORTANT	13.268	100.0	8.211	61.9	5.056	38.1
NOT AT ALL IMPORTANT	21.017	100.0	12.510	59.5	8.507	40.5
NOT APPLICABLE	44.463	100.0	24.114	54.2	20.349	45.8
NOT STATED	65.723	100.0	39.778	60.5	25.945	39.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF ACCESS TO APPROPRIATE TRAINING FOR THIS POSITION						
VERY IMPORTANT	36.036	100.0	17.859	49.6	18.176	50.4
SOMEWHAT IMPORTANT	37.927	100.0	21.504	56.7	16.422	43.3
NOT VERY IMPORTANT	18.137	100.0	10.755	59.3	7.382	40.7
NOT AT ALL IMPORTANT	19.103	100.0	11.698	61.2	7.405	38.8
NOT APPLICABLE	26.891	100.0	14.483	53.9	12.408	46.1
NOT STATED	64.997	100.0	39.350	60.5	25.647	39.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF DEVELOPMENTAL ASSIGNMENTS PREPARED ME FOR THE JOB						
VERY IMPORTANT	19.601	100.0	10.862	55.4	8.739	44.6
SOMEWHAT IMPORTANT	30.088	100.0	18.084	60.1	12.004	39.9
NOT VERY IMPORTANT	17.591	100.0	10.890	61.9	6.700	38.1
NOT AT ALL IMPORTANT	26.691	100.0	15.656	58.7	11.036	41.3
NOT APPLICABLE	41.493	100.0	19.715	47.5	21.778	52.5
NOT STATED	67.627	100.0	40.442	59.8	27.185	40.2
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF HAVING APPROPRIATE SKILLS IN THE OTHER OFFICIAL LANGUAGE						
VERY IMPORTANT	17.607	100.0	6.823	38.8	10.783	61.2
SOMEWHAT IMPORTANT	18.390	100.0	10.165	55.3	8.225	44.7
NOT VERY IMPORTANT	13.918	100.0	8.727	62.7	5.192	37.3
NOT AT ALL IMPORTANT	36.036	100.0	23.472	65.1	12.563	34.9
NOT APPLICABLE	51.134	100.0	26.562	51.9	24.571	48.1
NOT STATED	66.006	100.0	39.899	60.4	26.107	39.6
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF HAVING THE STRENGTH TO PERFORM PHYSICAL WORK						
VERY IMPORTANT	6.718	100.0	4.693	69.9	2.025	30.1
SOMEWHAT IMPORTANT	12.456	100.0	9.516	76.4	2.940	23.6
NOT VERY IMPORTANT	11.699	100.0	7.772	66.4	3.926	33.6
NOT AT ALL IMPORTANT	36.083	100.0	21.823	60.5	14.260	39.5
NOT APPLICABLE	68.917	100.0	31.553	45.8	37.363	54.2
NOT STATED	67.219	100.0	40.292	59.9	26.928	40.1
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF BEING A MEMBER OF AN EMPLOYMENT EQUITY TARGET GROUP						
VERY IMPORTANT	1.799	100.0	502	27.9	1.297	72.1
SOMEWHAT IMPORTANT	3.791	100.0	991	26.1	2.800	73.9
NOT VERY IMPORTANT	5.895	100.0	1.894	32.1	4.001	67.9
NOT AT ALL IMPORTANT	47.011	100.0	25.068	53.3	21.943	46.7
NOT APPLICABLE	77.483	100.0	46.764	60.4	30.719	39.6
NOT STATED	67.112	100.0	40.430	60.2	26.682	39.8
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF SOCIAL/INFORMAL CONTACTS WITH MANAGERS IN THE DEPARTMENT/AGENCY/BRANCH						
VERY IMPORTANT	7.119	100.0	3.437	48.3	3.682	51.7
SOMEWHAT IMPORTANT	20.213	100.0	10.791	53.4	9.423	46.6
NOT VERY IMPORTANT	20.281	100.0	12.939	63.8	7.342	36.2
NOT AT ALL IMPORTANT	47.397	100.0	27.561	58.1	19.837	41.9
NOT APPLICABLE	41.593	100.0	20.957	50.4	20.635	49.6
NOT STATED	66.488	100.0	39.964	60.1	26.524	39.9
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
IMPORTANCE OF SOCIAL/INFORMAL CONTACTS WITH PERSONNEL STAFF IN THE DEPARTMENT/AGENCY/BRANCH						
VERY IMPORTANT	3.828	100.0	1.714	44.8	2.114	55.2
SOMEWHAT IMPORTANT	11.227	100.0	5.514	49.1	5.713	50.9
NOT VERY IMPORTANT	16.466	100.0	9.706	58.9	6.760	41.1
NOT AT ALL IMPORTANT	57.685	100.0	33.984	58.9	23.701	41.1
NOT APPLICABLE	46.428	100.0	24.149	52.0	22.279	48.0
NOT STATED	67.457	100.0	40.581	60.2	26.876	39.8
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF HAD A SENIOR PERSON/MENTOR LOOKING OUT FOR MY INTERESTS						
VERY IMPORTANT	7.727	100.0	3.310	42.8	4.417	57.2
SOMEWHAT IMPORTANT	17.128	100.0	8.570	50.0	8.558	50.0
NOT VERY IMPORTANT	13.200	100.0	7.945	60.2	5.256	39.8
NOT AT ALL IMPORTANT	48.251	100.0	29.268	60.7	18.983	39.3
NOT APPLICABLE	49.824	100.0	26.420	53.0	23.404	47.0
NOT STATED	66.960	100.0	40.136	59.9	26.824	40.1
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF ACQUAINTANCE/FRIENDSHIP WITH OTHER EMPLOYEES IN THE DEPARTMENT						
VERY IMPORTANT	9.421	100.0	4.493	47.7	4.927	52.3
SOMEWHAT IMPORTANT	26.016	100.0	14.790	56.8	11.227	43.2
NOT VERY IMPORTANT	24.014	100.0	15.366	64.0	8.648	36.0
NOT AT ALL IMPORTANT	69.662	100.0	40.772	58.5	28.890	41.5
NOT APPLICABLE	56.408	100.0	30.521	54.1	25.886	45.9
NOT STATED	17.570	100.0	9.707	55.2	7.863	44.8
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF PREVIOUS WORK EXPERIENCE						
VERY IMPORTANT	111.792	100.0	65.659	58.7	46.134	41.3
SOMEWHAT IMPORTANT	54.421	100.0	29.949	55.0	24.472	45.0
NOT VERY IMPORTANT	10.123	100.0	5.737	56.7	4.386	43.3
NOT AT ALL IMPORTANT	11.801	100.0	6.434	54.5	5.367	45.5
NOT APPLICABLE	7.480	100.0	3.843	51.4	3.637	48.6
NOT STATED	7.474	100.0	4.027	53.9	3.446	46.1
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
IMPORTANCE OF OTHER (PLEASE SPECIFY)						
VERY IMPORTANT	18.233	100.0	10.197	55.9	8.035	44.1
SOMEWHAT IMPORTANT	2.918	100.0	1.856	63.6	1.062	36.4
NOT VERY IMPORTANT	193	100.0	50	26.2	142	73.8
NOT AT ALL IMPORTANT	557	100.0	286	51.4	271	48.6
NOT APPLICABLE	39.196	100.0	23.936	61.1	15.260	38.9
NOT STATED	141.995	100.0	79.323	55.9	62.672	44.1
TOTAL	203.091	100.0	115.645	56.9	87.442	43.1
Q23A - FIRST MOST IMPORTANT FACTOR IDENTIFIED IN Q22						
NOT APPLICABLE	7.031	100.0	3.680	52.3	3.350	47.7
EDUCATIONAL QUALIFICATIONS	63.131	100.0	39.158	62.0	23.973	38.0
OPPORTUNITY TO ACT IN THE POSITION PRIOR TO APPOINTMENT	25.025	100.0	11.971	47.8	13.054	52.2
ACCESS TO APPROPRIATE TRAINING FOR THIS POSITION	14.242	100.0	7.283	51.1	6.959	48.9
DEVELOPMENTAL ASSIGNMENTS PREPARED ME FOR THE JOB	4.758	100.0	2.798	58.8	1.960	41.2
HAVING APPROPRIATE SKILLS IN THE OTHER OFFICIAL LANGUAGE	4.067	100.0	1.777	43.7	2.289	56.3
HAVING THE STRENGTH TO PERFORM PHYSICAL WORK	1.333	100.0	912	68.4	421	31.6
BEING A MEMBER OF AN EMPLOYMENT EQUITY TARGET GROUP	373	100.0	44	11.9	328	88.1
SOCIAL/INFORMAL CONTACTS WITH MANAGERS IN DEPT/AGENCY/BRANCH	3.417	100.0	1.859	54.4	1.558	45.6
SOCIAL/INFORMAL CONTACTS WITH PERSONNEL STAFF IN THE DEPT/AGENCY/BRANCH	714	100.0	328	45.9	386	54.1
HAD A SENIOR PERSON/MENTOR LOOKING OUT FOR MY INTERESTS	1.328	100.0	536	40.4	791	59.6
ACQUAINTANCE/FRIENDSHIP WITH OTHER EMPLOYEES IN THE DEPT	6.108	100.0	3.743	61.3	2.365	38.7
PREVIOUS WORK EXPERIENCE	36.057	100.0	22.282	61.8	13.775	38.2
OTHER (SPECIFY)	1.695	100.0	897	52.9	798	47.1
NOT STATED	33.814	100.0	18.379	54.4	15.435	45.6
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1987

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q22B - SECOND MOST IMPORTANT FACTOR IDENTIFIED IN Q22						
NOT APPLICABLE	16.348	100.0	9.012	55.1	7.336	44.9
OPPORTUNITY TO ACT IN THE POSITION PRIOR TO APPOINTMENT	11.867	100.0	7.357	62.0	4.510	38.0
ACCESS TO APPROPRIATE TRAINING FOR THIS POSITION	25.275	100.0	13.212	52.3	12.063	47.7
DEVELOPMENTAL ASSIGNMENTS PREPARED ME FOR THE JOB	14.970	100.0	9.040	60.4	5.930	39.6
HAVING APPROPRIATE SKILLS IN THE OTHER OFFICIAL LANGUAGE	12.161	100.0	5.933	48.8	6.228	51.2
HAVING THE STRENGTH TO PERFORM PHYSICAL WORK.	3.930	100.0	2.958	75.3	973	24.7
BEING A MEMBER OF AN EMPLOYMENT EQUITY TARGET GROUP	1.353	100.0	326	24.1	1.027	75.9
SOCIAL/INFORMAL CONTACTS WITH MANAGERS IN DEPT/AGENCY/BRANCH	5.774	100.0	3.453	59.8	2.321	40.2
SOCIAL/INFORMAL CONTACTS WITH PERSONNEL STAFF IN THE DEPT/AGENCY/BRANCH	2.287	100.0	1.208	52.8	1.079	47.2
HAD A SENIOR PERSON/MENTOR LOOKING OUT FOR MY INTERESTS	6.570	100.0	3.307	50.3	3.463	49.7
ACQUAINTANCE/FRIENDSHIP WITH OTHER EMPLOYEES IN THE DEPT	4.497	100.0	2.426	54.0	2.071	46.0
PREVIOUS WORK EXPERIENCE	23.334	100.0	14.087	60.4	9.247	39.6
OTHER (SPECIFY)	3.711	100.0	2.154	58.0	1.557	42.0
NOT STATED	70.614	100.0	40.976	58.0	29.638	42.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q22C - THIRD MOST IMPORTANT FACTOR IDENTIFIED IN Q22						
NOT APPLICABLE	19.749	100.0	10.597	53.7	9.152	46.3
ACCESS TO APPROPRIATE TRAINING FOR THIS POSITION	2.349	100.0	1.207	51.4	1.141	48.6
DEVELOPMENTAL ASSIGNMENTS PREPARED ME FOR THE JOB	4.035	100.0	2.211	54.8	1.824	45.2
HAVING APPROPRIATE SKILLS IN THE OTHER OFFICIAL LANGUAGE	3.388	100.0	1.219	36.0	2.169	64.0
HAVING THE STRENGTH TO PERFORM PHYSICAL WORK.	1.249	100.0	923	73.9	325	26.1
BEING A MEMBER OF AN EMPLOYMENT EQUITY TARGET GROUP	334	100.0	88	26.3	246	73.7
SOCIAL/INFORMAL CONTACTS WITH MANAGERS IN DEPT/AGENCY/BRANCH	1.112	100.0	581	52.2	531	47.8
SOCIAL/INFORMAL CONTACTS WITH PERSONNEL STAFF IN THE DEPT/AGENCY/BRANCH	783	100.0	486	62.0	298	38.0
HAD A SENIOR PERSON/MENTOR LOOKING OUT FOR MY INTERESTS	2.377	100.0	1.215	51.1	1.161	48.9
ACQUAINTANCE/FRIENDSHIP WITH OTHER EMPLOYEES IN THE DEPT	2.537	100.0	1.410	55.6	1.127	44.4
PREVIOUS WORK EXPERIENCE	62.347	100.0	35.595	57.1	26.752	42.9
OTHER (SPECIFY)	10.817	100.0	6.312	58.3	4.506	41.7
NOT STATED	92.015	100.0	[illegible]	58.5	38.209	41.5

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q24 - DID YOU WANT OR REQUEST A PROMOTION IN THE LAST THREE YEARS?						
YES	103.669	100.0	58.664	56.6	45.005	43.4
NO	94.588	100.0	54.178	57.3	40.410	42.7
NOT STATED	4.833	100.0	2.807	58.1	2.026	41.9
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q25 - REASONS WHY YOU THINK YOU MISSED OUT ON A PROMOTION DURING LAST 3 YEARS						
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY	14.563	100.0	8.738	60.0	5.825	40.0
MY MANAGER/SUPERVISOR DID NOT WANT TO HAVE TO REPLACE ME	17.457	100.0	8.864	50.8	8.593	49.2
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFORMATION ABOUT THE JOB	10.715	100.0	6.071	56.7	4.644	43.3
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION	16.265	100.0	9.816	60.4	6.449	39.6
I DID NOT GET ALONG WITH MY SUPERVISOR	8.292	100.0	4.926	59.4	3.366	40.6
I DID NOT WANT TO WORK OVERTIME/SET HOURS/SHIFTS	1.220	100.0	535	43.9	685	56.1
I WAS TOO YOUNG	3.911	100.0	2.285	58.4	1.626	41.6
I WAS TOO OLD	3.504	100.0	2.005	57.2	1.499	42.8
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	1.340	100.0	28	2.1	1.312	97.9
I AM A WOMAN	5.401	100.0	-	-	5.401	100.0
I AM A MAN	5.681	100.0	5.681	100.0	-	-
I AM A MEMBER OF A VISIBLE MINORITY GROUP	2.691	100.0	1.766	65.6	925	34.4
I AM A PERSON WITH DISABILITIES	1.237	100.0	678	54.8	559	45.2
I AM AN ABORIGINAL PERSON	217	100.0	72	33.2	145	66.8
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	1.531	100.0	98	6.4	1.433	93.6
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	607	100.0	535	88.1	72	11.9
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	2.098	100.0	391	18.6	1.707	81.4
I WORKED PART-TIME/I SHARED A JOB	952	100.0	102	10.7	850	89.3
I WAS DIVORCED/SEPARATED	529	100.0	247	46.7	282	53.3
I WAS A SINGLE PARENT	539	100.0	70	13.0	469	87.0
I OBJECTED TO SEXUAL HARASSMENT	758	100.0	216	28.5	542	71.5
I HAD TAKEN MATERNITY/PATERNITY/PARENTAL OR CHILD CARE LEAVE	1.414	100.0	69	4.9	1.345	95.1
I HAD TAKEN EDUCATION/LANGUAGE TRAINING LEAVE	332	100.0	184	55.4	148	44.6
I HAD TAKEN LONG TERM DISABILITY/SICK LEAVE	1.145	100.0	535	46.7	611	53.3
I AM AN ANGLOPHONE	13.177	100.0	7.473	56.7	5.704	43.3
I AM A FRANCOPHONE	3.639	100.0	2.002	55.0	1.637	45.0
I COULD NOT RELOCATE	3.834	100.0	2.423	63.2	1.411	36.8
I WAS 'NOT PART OF THE GROUP'	20.985	100.0	13.039	62.1	7.946	37.9
I WAS UNABLE TO TRAVEL	895	100.0	253	28.3	642	71.7
OTHER SPECIFY	18.145	100.0	10.688	58.9	7.457	41.1
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q25A - FIRST MOST IMPORTANT FACTOR IDENTIFIED IN Q25						
NOT APPLICABLE	94.588	100.0	54.178	57.3	40.410	42.7
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY	6.573	100.0	4.037	61.4	2.536	38.6
MY MANAGER/SUPERVISOR DID NOT WANT TO REPLACE ME	7.876	100.0	3.675	46.7	4.201	53.3
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFO ABOUT THE JOB	2.297	100.0	1.320	57.5	977	42.5
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION	4.798	100.0	3.305	68.9	1.493	31.1
I DID NOT GET ALONG WITH MY SUPERVISOR	2.464	100.0	1.376	55.8	1.088	44.2
I DID NOT WANT TO WORK OVERTIME/SET HOURS/SHIFTS	407	100.0	211	51.8	196	48.2
I WAS TOO YOUNG	945	100.0	604	63.9	341	36.1
I WAS TOO OLD	1.064	100.0	628	59.0	436	41.0
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	365	100.0	-	-	365	100.0
I AM A WOMAN	801	100.0	-	-	801	100.0
I AM A MAN	1.317	100.0	1.317	100.0	-	-
I AM A MEMBER OF A VISIBLE MINORITY GROUP	937	100.0	683	72.9	254	27.1
I AM A PERSON WITH DISABILITIES	273	100.0	195	71.5	78	28.5
I AM AN ABORIGINAL PERSON	33	100.0	-	-	33	100.0
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	241	100.0	25	10.3	216	89.7
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	13	100.0	13	100.0	-	-
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	260	100.0	46	17.6	214	82.4
I WORKED PART-TIME/I SHARED A JOB	419	100.0	16	3.9	402	96.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1992

RESPONSES TO QUESTIONNAIRE SURVEY–Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q26A – FIRST MOST IMPORTANT FACTOR IDENTIFIED IN Q25						
I WAS A SINGLE PARENT	40	100.0	–	–	40	100.0
I OBJECTED TO SEXUAL HARASSMENT	226	100.0	59	26.0	167	74.0
I HAD TAKEN MATERNITY/PATERNITY/PARENTAL OR CHILD CARE LEAVE	202	100.0	–	–	202	100.0
I HAD TAKEN EDUCATION/LANGUAGE TRAINING LEAVE	86	100.0	79	91.6	7	8.4
I HAD TAKEN LONG TERM DISABILITY/SICK LEAVE	232	100.0	63	27.3	168	72.7
I AM AN ANGLOPHONE	6.228	100.0	3.213	51.6	3.012	48.4
I AM A FRANCOPHONE	1.092	100.0	535	49.0	557	51.0
I COULD NOT RELOCATE	979	100.0	618	63.1	361	36.9
I WAS 'NOT PART OF THE GROUP'	6.241	100.0	4.075	65.3	2.165	34.7
I WAS UNABLE TO TRAVEL	156	100.0	55	35.6	100	64.4
OTHER. PLEASE SPECIFY	9.812	100.0	5.954	60.7	3.858	39.3
RESPONDENT ANSWERED OTHER BUT SHOULD HAVE SKIPPED	2.369	100.0	1.293	54.6	1.076	45.4
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO LANGUAGE REASON	450	100.0	325	72.3	125	27.7
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO DOWNSIZING/BUDGET CUT	484	100.0	191	39.4	293	60.6
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO COMPETITION/PROMOTION PROCESS NOT FAIR	1.615	100.0	1.078	66.7	538	33.3
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO NOTHING AVAILABLE/POSITIONS NOT OPEN	3.462	100.0	2.174	62.8	1.288	37.2
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO LACK OF A DEGREE/EDUCATION	631	100.0	321	50.9	310	49.1
NOT STATED	42.894	100.0	23.785	55.5	19.108	44.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q26B – SECOND MOST IMPORTANT FACTOR IDENTIFIED IN Q25						
NOT APPLICABLE	118.723	100.0	67.919	57.2	50.804	42.8
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY	2.245	100.0	1.535	68.4	710	31.6
MY MANAGER/SUPERVISOR DID NOT WANT TO REPLACE ME	4.113	100.0	2.336	56.8	1.777	43.2
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFO ABOUT THE JOB	3.134	100.0	1.684	53.7	1.450	46.3
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION	4.921	100.0	2.889	58.7	2.032	41.3
I DID NOT GET ALONG WITH MY SUPERVISOR	2.660	100.0	1.576	59.3	1.084	40.7
I DID NOT WANT TO WORK OVERTIME / SET HOURS / SHIFTS	324	100.0	71	22.1	252	77.9
I WAS TOO YOUNG	1.281	100.0	767	59.9	514	40.1
I WAS TOO OLD	1.012	100.0	610	60.3	402	39.7
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	277	100.0	–	–	277	100.0
I AM A WOMAN	1.463	100.0	28	1.9	1.435	98.1
I AM A MAN	1.640	100.0	1.640	100.0	–	–
I AM A MEMBER OF A VISIBLE MINORITY GROUP	680	100.0	432	72.3	188	27.7
I AM A PERSON WITH DISABILITIES	361	100.0	185	51.2	176	48.8
I AM AN ABORIGINAL PERSON	45	100.0	13	29.2	32	70.8
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	469	100.0	33	7.0	436	93.0
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	134	100.0	134	100.0	–	–
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	419	100.0	59	14.1	360	85.9
I WORKED PART-TIME/I SHARED A JOB	83	100.0	–	–	83	100.0
I WAS DIVORCED/SEPARATED	52	100.0	12	23.2	40	76.8
I WAS A SINGLE PARENT	48	100.0	–	–	48	100.0
I OBJECTED TO SEXUAL HARASSMENT	94	100.0	28	30.0	66	70.0
I HAD TAKEN MATERNITY/PATERNITY/PARENTAL OR CHILD CARE LEAVE	396	100.0	28	7.1	368	92.9
I HAD TAKEN EDUCATION/LANGUAGE TRAINING LEAVE	57	100.0	13	22.7	44	77.3
I HAD TAKEN LONG TERM DISABILITY/SICK LEAVE	337	100.0	121	35.7	217	64.3
I AM AN ANGLOPHONE	3.278	100.0	2.029	61.9	1.250	38.1
I AM A FRANCOPHONE	877	100.0	549	62.5	329	37.5
I COULD NOT RELOCATE	1.187	100.0	762	64.2	425	35.8
I WAS 'NOT PART OF THE GROUP'	5.317	100.0	3.385	63.7	1.931	36.3
I WAS UNABLE TO TRAVEL	170	100.0	52	30.8	118	69.2
OTHER. PLEASE SPECIFY	2.114	100.0	1.469	69.5	645	30.5
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO LANGUAGE REASON	55	100.0	40	73.9	14	26.1
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO DOWNSIZING/BUDGET CUT	118	100.0	62	52.7	56	47.3
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO COMPETITION/PROMOTION PROCESS NOT FAIR	101	100.0	85	84.3	16	15.7

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1992

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q26B = SECOND MOST IMPORTANT FACTOR IDENTIFIED IN Q25						
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO NOTHING AVAILABLE/POSITIONS NOT OPEN	303	100.0	276	91.2	27	8.8
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO LACK OF A DEGREE/EDUCATION	16	100.0	-	-	16	100.0
NOT STATED	44.586	100.0	24.765	55.5	19.821	44.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q26C = THIRD MOST IMPORTANT FACTOR IDENTIFIED IN Q25						
NOT APPLICABLE	132.766	100.0	76.195	57.4	56.571	42.6
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY	1.863	100.0	1.058	56.8	805	43.2
MY MANAGER/SUPERVISOR DID NOT WANT TO REPLACE ME	2.038	100.0	1.075	52.7	963	47.3
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFO ABOUT THE JOB	1.732	100.0	1.082	62.5	650	37.5
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION	2.325	100.0	1.406	60.5	919	39.5
I DID NOT GET ALONG WITH MY SUPERVISOR	1.219	100.0	898	73.7	321	26.3
I DID NOT WANT TO WORK OVERTIME/SET HOURS/SHIFTS	129	100.0	3	2.3	126	97.7
I WAS TOO YOUNG	601	100.0	338	56.3	263	43.7
I WAS TOO OLD	471	100.0	294	62.3	178	37.7
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	207	100.0	-	-	207	100.0
I AM A WOMAN	988	100.0	-	-	988	100.0
I AM A MAN	824	100.0	824	100.0	-	-
I AM A MEMBER OF A VISIBLE MINORITY GROUP	396	100.0	245	61.9	151	38.1
I AM A PERSON WITH DISABILITIES	143	100.0	80	56.1	63	43.9
I AM AN ABORIGINAL PERSON	59	100.0	59	100.0	-	-
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	469	100.0	29	6.2	440	93.8
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	130	100.0	124	95.5	6	4.5
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	379	100.0	22	5.9	356	94.1
I WORKED PART-TIME/I SHARED A JOB	110	100.0	-	-	110	100.0
I WAS DIVORCED/SEPARATED	108	100.0	77	71.3	31	28.7
I WAS A SINGLE PARENT	98	100.0	20	20.6	78	79.4
I OBJECTED TO SEXUAL HARASSMENT	53	100.0	15	28.4	38	71.6
I HAD TAKEN MATERNITY/PATERNITY/PARENTAL OR CHILD CARE LEAVE	250	100.0	19	7.7	231	92.3
I HAD TAKEN EDUCATION/LANGUAGE TRAINING LEAVE	43	100.0	26	61.8	16	38.2
I HAD TAKEN LONG TERM DISABILITY/SICK LEAVE	98	100.0	33	33.7	65	66.3
I AM AN ANGLOPHONE	1.476	100.0	973	65.9	503	34.1
I AM A FRANCOPHONE	750	100.0	445	59.4	305	40.6
I COULD NOT RELOCATE	448	100.0	300	67.0	148	33.0
I WAS 'NOT PART OF THE GROUP'	4.559	100.0	2.875	63.1	1.684	36.9
I WAS UNABLE TO TRAVEL	179	100.0	59	32.9	120	67.1
OTHER, PLEASE SPECIFY	1.743	100.0	1.079	61.9	663	38.1
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO LANGUAGE REASON	86	100.0	55	64.0	31	36.0
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO DOWNSIZING/BUDGET CUT	24	100.0	24	100.0	-	-
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO COMPETITION/PROMOTION PROCESS NOT FAIR	241	100.0	154	63.7	88	36.3
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO NOTHING AVAILABLE/POSITIONS NOT OPEN	163	100.0	160	98.0	3	2.0
RESPONDENT ANSWERED OTHER BUT HAS BEEN RECODED TO LACK OF A DEGREE/EDUCATION	81	100.0	14	17.4	67	82.6
NOT STATED	45.761	100.0	25.585	55.9	20.176	44.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q27 - DID YOU WANT OR REQUEST A DEVELOPMENTAL OPPORTUNITY IN THE PAST THREE YEARS?						
YES	108.643	100.0	59.848	55.1	48.795	44.9
NO	88.875	100.0	52.508	59.1	36.367	40.9
NOT STATED	5.573	100.0	3.293	59.1	2.280	40.9
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q28 - REASONS WHY YOU THINK YOU WERE DENIED ACCESS TO A DEVELOPMENTAL OPPORTUNITY						
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY	7.684	100.0	4.255	55.4	3.430	44.6
MY MANAGER/SUPERVISOR DID NOT WANT TO HAVE TO REPLACE ME	25.496	100.0	13.309	52.2	12.187	47.8
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFORMATION	19.788	100.0	10.801	54.6	8.987	45.4
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION	21.571	100.0	13.220	61.3	8.351	38.7
I DID NOT GET ALONG WITH MY SUPERVISOR	7.409	100.0	4.770	64.4	2.639	35.6
I DID NOT WANT TO WORK OVERTIME/SET HOURS/SHIFTS	1.263	100.0	631	49.9	633	50.1
I WAS TOO YOUNG	1.974	100.0	1.241	62.9	733	37.1
I WAS TOO OLD	2.673	100.0	1.635	61.2	1.038	38.8
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	745	100.0	19	2.5	727	97.5
I AM A WOMAN	3.328	100.0	-	-	3.328	100.0
I AM A MAN	3.191	100.0	3.191	100.0	-	-
I AM A MEMBER OF A VISIBLE MINORITY GROUP	1.997	100.0	1.357	67.9	640	32.1
I AM A PERSON WITH DISABILITIES	954	100.0	592	62.1	362	37.9
I AM AN ABORIGINAL PERSON	176	100.0	32	18.2	144	81.8
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	907	100.0	54	6.0	853	94.0
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	352	100.0	312	88.6	40	11.4
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	2.032	100.0	584	28.7	1.448	71.3
I WORKED PART-TIME/I SHARED A JOB	1.238	100.0	105	8.5	1.133	91.5
I WAS DIVORCED/SEPARATED	556	100.0	240	43.1	317	56.9
I WAS A SINGLE PARENT	636	100.0	81	12.7	555	87.3
I OBJECTED TO SEXUAL HARASSMENT	560	100.0	131	23.4	429	76.6
I HAD TAKEN MATERNITY/PATERNITY/PARENTAL OR CHILD CARE LEAVE	1.036	100.0	47	4.6	989	95.4
I HAD TAKEN EDUCATION/LANGUAGE TRAINING LEAVE	325	100.0	181	55.6	144	44.4
I HAD TAKEN LONG TERM DISABILITY/SICK LEAVE	805	100.0	355	44.1	450	55.9
I AM AN ANGLOPHONE	8.861	100.0	5.303	59.8	3.558	40.2
I AM A FRANCOPHONE	2.781	100.0	1.774	63.8	1.007	36.2
I COULD NOT RELOCATE	2.821	100.0	1.488	52.7	1.333	47.3
I WAS 'NOT PART OF THE GROUP'	16.869	100.0	10.537	62.5	6.331	37.5
I WAS UNABLE TO TRAVEL	1.113	100.0	336	30.1	777	69.9
OTHER SPECIFY	32.033	100.0	18.145	56.6	13.888	43.4
NOT STATED	40.393	100.0	22.001	54.5	18.392	45.5
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q28A - FIRST MOST IMPORTANT FACTOR IDENTIFIED IN Q28						
NOT APPLICABLE	88.875	100.0	52.508	59.1	36.367	40.9
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY	2.918	100.0	1.657	56.8	1.261	43.2
MY MANAGER/SUPERVISOR DID NOT WANT TO REPLACE ME	12.629	100.0	6.271	49.7	6.358	50.3
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFORMATION	4.951	100.0	2.745	55.4	2.206	44.6
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION	5.953	100.0	3.856	64.8	2.097	35.2
I DID NOT GET ALONG WITH MY SUPERVISOR	1.870	100.0	1.257	67.2	613	32.8
I DID NOT WANT TO WORK OVERTIME / SET HOURS / SHIFTS	206	100.0	83	40.1	123	59.9
I WAS TOO YOUNG	382	100.0	303	79.2	79	20.8
I WAS TOO OLD	714	100.0	415	58.1	299	41.9
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	199	100.0	-	-	199	100.0
I AM A WOMAN	414	100.0	-	-	414	100.0
I AM A MAN	648	100.0	648	100.0	-	-
I AM A MEMBER OF A VISIBLE MINORITY GROUP	464	100.0	365	78.7	99	21.3
I AM A PERSON WITH DISABILITIES	284	100.0	207	72.8	77	27.2
I AM AN ABORIGINAL PERSON	33	100.0	-	-	33	100.0
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	192	100.0	-	-	192	100.0
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	18	100.0	18	100.0	-	-
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	407	100.0	131	32.3	276	67.7

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY—Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q23A = FIRST MOST IMPORTANT FACTOR IDENTIFIED IN Q28						
I WORKED PART-TIME / I SHARED A JOB..........	564	100.0	16	2.9	548	97.1
I WAS DIVORCED / SEPARATED..................	28	100.0	–	–	28	100.0
I WAS A SINGLE PARENT.......................	72	100.0	5	7.3	66	92.7
I OBJECTED TO SEXUAL HARASSMENT.............	83	100.0	13	15.6	70	84.4
I HAD TAKEN MATERNITY / PATERNITY/ PARENTAL OR CHILD CARE LEAVE..................	172	100.0	13	7.7	159	92.3
I HAD TAKEN EDUCATION / LANGUAGE TRAINING LEAVE..................................	108	100.0	88	82.2	19	17.8
I HAD TAKEN LONG TERM DISABILITY / SICK LEAVE	201	100.0	87	43.3	114	56.7
I AM AN ANGLOPHONE..........................	3.278	100.0	1.856	56.6	1.422	43.4
I AM A FRANCOPHONE..........................	729	100.0	446	61.1	283	38.9
I COULD NOT RELOCATE........................	623	100.0	356	57.2	266	42.8
I WAS 'NOT PART OF THE GROUP'...............	4.492	100.0	2.941	65.5	1.551	34.5
I WAS UNABLE TO TRAVEL......................	145	100.0	23	16.0	122	84.0
OTHER. PLEASE SPECIFY.......................	17.932	100.0	10.699	59.6	7.233	40.4
NOT STATED..................................	53.491	100.0	28.646	53.6	24.845	46.4
TOTAL.......................................	203.091	100.0	115.649	56.9	87.442	43.1
Q23B = SECOND MOST IMPORTANT FACTOR IDENTIFIED IN Q28						
NOT APPLICABLE..............................	110.819	100.0	65.148	58.8	45.671	41.2
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY..................................	1.184	100.0	827	69.8	357	30.2
MY MANAGER/SUPERVISOR DID NOT WANT TO REPLACE ME.....................................	4.761	100.0	2.460	51.7	2.301	48.3
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFORMATION............................	6.431	100.0	3.271	50.9	3.159	49.1
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION............................	6.519	100.0	3.969	60.9	2.550	39.1
I DID NOT GET ALONG WITH MY SUPERVISOR.......	2.074	100.0	1.372	66.2	701	33.8
I DID NOT WANT TO WORK OVERTIME / SET HOURS / SHIFTS................................	315	100.0	220	69.8	95	30.2
I WAS TOO YOUNG.............................	376	100.0	253	67.2	123	32.8
I WAS TOO OLD...............................	553	100.0	364	65.8	189	34.2
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT..............................	231	100.0	–	–	231	100.0
I AM A WOMAN................................	958	100.0	–	–	958	100.0
I AM A MAN..................................	879	100.0	879	100.0	–	–
I AM A MEMBER OF A VISIBLE MINORITY GROUP....	509	100.0	368	72.2	142	27.8
I AM A PERSON WITH DISABILITIES.............	218	100.0	92	42.2	126	57.8
I AM AN ABORIGINAL PERSON...................	30	100.0	–	–	30	100.0
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN......................	267	100.0	23	8.5	244	91.5
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN........................	83	100.0	72	86.5	11	13.5
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME.....................................	493	100.0	197	39.9	296	60.1
I WORKED PART-TIME / I SHARED A JOB.........	320	100.0	70	21.9	250	78.1
I WAS DIVORCED / SEPARATED..................	74	100.0	16	22.3	58	77.7
I WAS A SINGLE PARENT.......................	164	100.0	28	17.1	136	82.9
I OBJECTED TO SEXUAL HARASSMENT.............	75	100.0	26	35.3	49	64.7
I HAD TAKEN MATERNITY / PATERNITY/ PARENTAL OR CHILD CARE LEAVE..................	179	100.0	–	–	179	100.0
I HAD TAKEN EDUCATION / LANGUAGE TRAINING LEAVE..................................	38	100.0	2	5.8	36	94.2
I HAD TAKEN LONG TERM DISABILITY / SICK LEAVE	129	100.0	24	18.2	106	81.8
I AM AN ANGLOPHONE..........................	2.239	100.0	1.358	60.6	882	39.4
I AM A FRANCOPHONE..........................	729	100.0	462	63.4	266	36.6
I COULD NOT RELOCATE........................	698	100.0	332	47.6	366	52.4
I WAS 'NOT PART OF THE GROUP'...............	4.490	100.0	2.851	63.5	1.639	36.5
I WAS UNABLE TO TRAVEL......................	205	100.0	83	40.4	122	59.6
OTHER. PLEASE SPECIFY.......................	2.611	100.0	1.716	65.7	895	34.3
NOT STATED..................................	54.438	100.0	29.166	53.6	25.273	46.4
TOTAL.......................................	203.091	100.0	115.649	56.9	87.442	43.1
Q23C = THIRD MOST IMPORTANT FACTOR IDENTIFIED IN Q28						
NOT APPLICABLE..............................	123.679	100.0	72.601	58.7	51.078	41.3
MY MANAGER/SUPERVISOR DID NOT THINK I WAS READY..................................	834	100.0	356	42.7	477	57.3
MY MANAGER/SUPERVISOR DID NOT WANT TO REPLACE ME.....................................	2.576	100.0	1.450	56.3	1.127	43.7
MY MANAGER/SUPERVISOR DID NOT GIVE ME INFORMATION............................	2.558	100.0	1.496	58.5	1.062	41.5
MY MANAGER/SUPERVISOR WOULD NOT SUPPORT MY APPLICATION............................	4.084	100.0	2.499	61.2	1.585	38.8
I DID NOT GET ALONG WITH MY SUPERVISOR.......	1.276	100.0	796	62.4	480	37.6
I DID NOT WANT TO WORK OVERTIME / SET HOURS / SHIFTS................................	203	100.0	88	43.6	115	56.4
I WAS TOO YOUNG.............................	349	100.0	235	67.3	114	32.7
I WAS TOO OLD...............................	414	100.0	203	49.0	211	51.0

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q22C = THIRD MOST IMPORTANT FACTOR IDENTIFIED IN Q21						
I WAS PREGNANT OR I WAS PLANNING TO BECOME PREGNANT	70	100.0	-	-	70	100.0
I AM A WOMAN	746	100.0	18	2.4	728	97.6
I AM A MAN	502	100.0	502	100.0	-	-
I AM A MEMBER OF A VISIBLE MINORITY GROUP	332	100.0	211	63.6	121	36.4
I AM A PERSON WITH DISABILITIES	57	100.0	19	32.5	38	67.5
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A WOMAN	156	100.0	32	20.5	124	79.5
I WANTED A JOB FOR WHICH THEY WOULD NOT NORMALLY HIRE A MAN	66	100.0	44	66.7	22	33.3
I HAD YOUNG CHILDREN OR OTHER DEPENDENTS AT HOME	371	100.0	16	4.3	355	95.7
I WORKED PART-TIME / I SHARED A JOB	151	100.0	-	-	151	100.0
I WAS DIVORCED / SEPARATED	127	100.0	111	87.7	16	12.3
I WAS A SINGLE PARENT	81	100.0	-	-	81	100.0
I OBJECTED TO SEXUAL HARASSMENT	110	100.0	28	25.7	81	74.3
I HAD TAKEN MATERNITY / PATERNITY/ PARENTAL OR CHILD CARE LEAVE	298	100.0	19	6.5	279	93.5
I HAD TAKEN EDUCATION / LANGUAGE TRAINING LEAVE	18	100.0	9	46.2	10	53.8
I HAD TAKEN LONG TERM DISABILITY / SICK LEAVE	190	100.0	89	46.9	101	53.1
I AM AN ANGLOPHONE	1.414	100.0	869	61.5	545	38.5
I AM A FRANCOPHONE	330	100.0	168	51.0	162	49.0
I COULD NOT RELOCATE	626	100.0	300	48.0	326	52.0
I WAS 'NOT PART OF THE GROUP'	3.923	100.0	2.494	63.6	1.428	36.4
I WAS UNABLE TO TRAVEL	146	100.0	2	1.4	144	98.6
OTHER. PLEASE SPECIFY	2.348	100.0	1.473	62.8	874	37.2
NOT STATED	55.056	100.0	29.519	53.6	25.536	46.4
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q30 = WHICH OF THE FOLLOWING BEST REPRESENTS YOUR PLANS FOR THE NEXT THREE TO FIVE YEARS?						
NO CHANGE	39.457	100.0	24.012	60.9	15.446	39.1
SEEK PROMOTION WITHIN DEPARTMENT/AGENCY	95.654	100.0	53.813	56.3	41.841	43.7
REASSIGNMENT WITHIN DEPARTMENT/AGENCY	13.839	100.0	7.957	57.5	5.882	42.5
SEEK PROMOTION OUTSIDE DEPARTMENT/AGENCY	11.838	100.0	6.937	58.6	4.901	41.4
REASSIGNMENT OUTSIDE DEPARTMENT/AGENCY	4.036	100.0	2.332	57.8	1.704	42.2
COMPLETE CHANGE IN OCCUPATION WITHIN THE PUBLIC SERVICE	7.530	100.0	3.797	50.4	3.733	49.6
OBTAIN PART-TIME/JOB SHARING EMPLOYMENT INSIDE THE PUBLIC SERVICE	2.318	100.0	390	16.8	1.927	83.2
OBTAIN PART-TIME/JOB SHARING EMPLOYMENT OUTSIDE THE PUBLIC SERVICE	910	100.0	447	49.1	463	50.9
LEAVE THE PUBLIC SERVICE TEMPORARILY	2.743	100.0	936	34.1	1.807	65.9
LEAVE THE PUBLIC SERVICE PERMANENTLY	14.924	100.0	9.996	67.0	4.927	33.0
OTHER PLEASE SPECIFY	8.149	100.0	4.106	50.4	4.043	49.6
NOT STATED	1.693	100.0	926	54.7	767	45.3

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q31 - REASONS FOR WANTING CHANGE						
TO GET A HIGHER SALARY	96.593	100.0	54.491	56.4	42.102	43.6
TO GAIN MORE EXPERIENCE	92.782	100.0	48.191	51.9	44.592	48.1
TO HAVE MORE RESPONSIBILITY	78.875	100.0	43.890	55.6	34.984	44.4
TO HAVE A JOB WITH MORE CHALLENGE	93.649	100.0	50.581	54.0	43.068	46.0
BECAUSE I AM RAISING CHILDREN	9.172	100.0	4.449	48.5	4.722	51.5
TO HAVE MORE TIME TO SPEND WITH MY FAMILY	8.929	100.0	5.242	58.7	3.687	41.3
BECAUSE I HAVE PROBLEMS WITH CHILD CARE	1.107	100.0	262	23.7	845	76.3
I CAN'T STAND MY JOB	7.666	100.0	4.106	53.6	3.561	46.4
I DO NOT GET ALONG WITH MY SUPERVISOR/MANAGER	6.586	100.0	4.265	64.8	2.321	35.2
IT IS THE NEXT LOGICAL STEP IN MY CAREER PLAN	83.725	100.0	49.138	58.7	34.587	41.3
TO GET AWAY FROM A DISCRIMINATORY WORKING ENVIRONMENT	14.648	100.0	8.291	56.6	6.357	43.4
OTHER	24.674	100.0	14.092	57.1	10.582	42.9
NOT STATED	4.150	100.0	2.508	60.4	1.642	39.6
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q32 - REASONS FOR NOT SEEKING A CHANGE						
I NEED MORE TIME TO GAIN EXPERIENCE	5.838	100.0	3.679	63.0	2.159	37.0
I DO NOT HAVE ENOUGH EDUCATION TO CHANGE GROUP AND/OR LEVEL	5.808	100.0	3.623	62.4	2.186	37.6
I FACE SOME LANGUAGE BARRIERS	5.275	100.0	3.339	63.3	1.936	36.7
I HAVE ALREADY REACHED THE HIGHEST LEVEL FOR MY SKILLS	5.199	100.0	3.534	68.0	1.665	32.0
A NEW JOB WILL NOT ALLOW SUFFICIENT TIME FOR FAMILY RESPONSIBILITIES	4.862	100.0	2.479	51.0	2.383	49.0
I DO NOT WANT ADDED WORK RESPONSIBILITIES	6.808	100.0	3.812	56.0	2.996	44.0
I DO NOT WANT TO CHANGE MY CHILD CARE ARRANGEMENTS	786	100.0	303	38.5	483	61.5
I CANNOT FIND A JOB WITH APPROPRIATE HOURS	638	100.0	321	50.4	317	49.6
THE COMPETITION PROCESS IS TOO STRESSFUL	6.548	100.0	2.742	41.9	3.806	58.1
MY PAST EXPERIENCE LEADS ME TO BELIEVE THAT MY CHANCES OF GETTING A PROMOTION ARE LIMITED	9.354	100.0	6.367	68.1	2.987	31.9
I DO NOT THINK THERE WILL BE ANY JOBS	4.952	100.0	2.803	56.6	2.150	43.4
I HAVE ALREADY REACHED MY CAREER GOAL	6.086	100.0	4.052	66.6	2.034	33.4
I AM GOING TO RETIRE	7.403	100.0	5.480	74.0	1.922	26.0
I AM SATISFIED WITH MY CURRENT POSITION	26.367	100.0	15.962	60.5	10.406	39.5
OTHER	4.967	100.0	3.117	62.8	1.850	37.2
NOT STATED	1.737	100.0	973	56.0	764	44.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q33A - FIRST MOST IMPORTANT FACTOR IDENTIFIED IN Q32						
NOT APPLICABLE	162.236	100.0	90.851	56.0	71.385	44.0
I NEED MORE TIME TO GAIN EXPERIENCE	3.011	100.0	1.908	63.4	1.103	36.6
I DO NOT HAVE ENOUGH EDUCATION TO CHANGE GROUP AND/OR LEVEL	2.217	100.0	1.528	68.9	689	31.1
I FACE SOME LANGUAGE BARRIERS	1.942	100.0	1.214	62.5	727	37.5
I HAVE ALREADY REACHED THE IGHEST LEVEL FOR MY SKILLS	1.183	100.0	803	67.9	380	32.1
A NEW JOB WILL NOT ALLOW SUFFICIENT TIME FOR FAMILY RESPONSIBILITIES	1.591	100.0	695	43.7	895	56.3
I DO NOT WANT ADDED WORK RESPONSIBILITIES	1.300	100.0	657	50.5	643	49.5
I DO NOT WANT TO CHANGE MY CHILD CARE ARRANGEMENTS	62	100.0	-	-	62	100.0
I CANNOT FIND A JOB WITH APPROPTIATE HOURS	188	100.0	150	79.8	38	20.2
THE COMPETITION PROCESS IS TOO STRESSFUL	1.895	100.0	831	43.9	1.064	56.1
MY PAST EXPERIENCE LEADS ME TO BELIEVE THAT MY CHANCES OF GETTING A PROMOTION ARE LIMITED	2.264	100.0	1.686	74.5	577	25.5
I DO NOT THINK THERE WILL BE ANY JOBS	781	100.0	358	45.8	423	54.2
I HAVE ALREADY REACHED MY CAREER GOAL	1.250	100.0	887	70.9	364	29.1
I AM GOING TO RETIRE	2.789	100.0	2.066	74.1	723	25.9
I AM SATISFIED WITH MY CURRENT POSITION	10.923	100.0	6.379	58.4	4.544	41.6
OTHER, PLEASE SPECIFY	2.112	100.0	1.418	67.1	694	32.9
NOT STATED	7.348	100.0	4.217	57.4	3.131	42.6
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q33B - SECOND MOST IMPORTANT FACTOR IDENTIFIED IN Q32						
NOT APPLICABLE	168.535	100.0	94.930	56.3	73.604	43.7
I NEED MORE TIME TO GAIN EXPERIENCE	1.072	100.0	553	51.6	519	48.4
I DO NOT HAVE ENOUGH EDUCATION TO CHANGE GROUP AND/OR LEVEL	1.048	100.0	604	57.6	444	42.4
I FACE SOME LANGUAGE BARRIERS	1.297	100.0	782	60.3	515	39.7
I HAVE ALREADY REACHED THE IGHEST LEVEL FOR MY SKILLS	1.037	100.0	688	66.3	349	33.7
A NEW JOB WILL NOT ALLOW SUFFICIENT TIME FOR FAMILY RESPONSIBILITIES	1.450	100.0	692	47.7	757	52.3
I DO NOT WANT ADDED WORK RESPONSIBILITIES	1.874	100.0	1.125	60.0	749	40.0

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q11B - SECOND MOST IMPORTANT FACTOR IDENTIFIED IN Q11						
I DO NOT WANT TO CHANGE MY CHILD CARE ARRANGEMENTS	299	100.0	80	26.6	219	73.4
I CANNOT FIND A JOB WITH APPROPTIATE HOURS	145	100.0	125	86.4	20	13.6
THE COMPETITION PROCESS IS TOO STESSFUL	1.763	100.0	609	34.5	1.154	65.5
MY PAST EXPERIENCE LEADS ME TO BELIEVE THAT MY CHANCES OF GETTING A PROMOTION ARE LIMITED	3.093	100.0	2.068	66.8	1.026	33.2
I DO NOT THINK THERE WILL BE ANY JOBS	1.718	100.0	1.215	70.7	503	29.3
I HAVE ALREADY REACHED MY CAREER GOAL	2.547	100.0	1.570	61.6	978	38.4
I AM GOING TO RETIRE	1.784	100.0	1.423	79.8	361	20.2
I AM SATISFIED WITH MY CURRENT POSITION	5.531	100.0	3.324	60.1	2.208	39.9
OTHER, PLEASE SPECIFY	1.047	100.0	729	69.7	317	30.3
NOT STATED	8.851	100.0	5.133	58.0	3.718	42.0
TOTAL	203.091	100.0	115.649	56.9	87.442	43.1
Q11C - THIRD MOST IMPORTANT FACTOR IDENTIFIED IN Q11						
NOT APPLICABLE	175.290	100.0	98.796	56.4	76.494	43.6
I NEED MORE TIME TO GAIN EXPERIENCE	650	100.0	441	67.9	208	32.1
I DO NOT HAVE ENOUGH EDUCATION TO CHANGE GROUP AND/OR LEVEL	854	100.0	418	48.9	436	51.1
I FACE SOME LANGUAGE BARRIERS	558	100.0	357	64.0	201	36.0
I HAVE ALREADY REACHED THE IGHEST LEVEL FOR MY SKILLS	1.125	100.0	729	64.8	396	35.2
A NEW JOB WILL NOT ALLOW SUFFICIENT TIME FOR FAMILY RESPONSIBILITIES	794	100.0	461	58.0	334	42.0
I DO NOT WANT ADDED WORK REPSONSIBILITIES	1.717	100.0	1.031	60.0	686	40.0
I DO NOT WANT TO CHANGE MY CHILD CARE ARRANGEMENTS	223	100.0	85	38.2	138	61.8
I CANNOT FIND A JOB WITH APPROPTIATE HOURS	73	100.0	-	-	73	100.0
THE COMPETITION PROCESS IS TOO STESSFUL	1.104	100.0	535	48.4	569	51.6
MY PAST EXPERIENCE LEADS ME TO BELIEVE THAT MY CHANCES OF GETTING A PROMOTION ARE LIMITED	1.569	100.0	1.045	66.6	524	33.4
I DO NOT THINK THERE WILL BE ANY JOBS	1.086	100.0	596	54.9	490	45.1
I HAVE ALREADY REACHED MY CAREER GOAL	1.234	100.0	850	68.9	384	31.1
I AM GOING TO RETIRE	1.350	100.0	894	66.3	455	33.7
I AM SATISFIED WITH MY CURRENT POSITION	5.524	100.0	3.549	64.3	1.975	35.7
OTHER, PLEASE SPECIFY	498	100.0	296	59.4	202	40.6
NOT STATED	9.444	100.0	5.567	58.9	3.878	41.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Total	203.091	100.0	115.649	56.9	87.442	43.1
Q14A - FIRST FACTOR THAT WOULD HELP IN REALIZING CAREER ASPIRATIONS						
TOTAL WITHIN PUBLIC SERVICE	138.552	100.0	78.713	56.8	59.840	43.2
NO BARRIERS	11.239	100.0	6.923	61.6	4.316	38.4
NO BARRIERS	6.598	100.0	4.250	64.4	2.348	35.6
NOT APPLICABLE	3.344	100.0	2.021	60.4	1.323	39.6
NOT INTERESTED	1.297	100.0	652	50.3	645	49.7
TRAINING/EDUCATION	46.752	100.0	24.396	52.2	22.356	47.8
TRAINING	14.421	100.0	7.103	49.3	7.318	50.7
LANGUAGE TRAINING	8.501	100.0	4.458	52.4	4.043	47.6
MANAGEMENT TRAINING	1.200	100.0	733	61.1	467	38.9
SUPERVISORY TRAINING	403	100.0	328	81.5	75	18.5
GREATER EDUCATION	11.143	100.0	5.952	53.4	5.191	46.6
TO BE BILINGUAL	7.481	100.0	3.841	51.3	3.640	48.7
OTHER (INCL EXPERIENCE)	3.603	100.0	1.979	54.9	1.624	45.1
POSITION CHANGE WITHOUT COMPETITION	8.856	100.0	4.118	46.5	4.737	53.5
LATERAL TRANSFER	1.365	100.0	796	58.3	569	41.7
SECONDMENT	1.596	100.0	742	46.5	853	53.5
ACTING APPOINTMENTS	1.862	100.0	707	37.9	1.155	62.1
UNDERFILL	72	100.0	31	43.3	41	56.7
RECLASSIFICATION OF THE POSITION	2.527	100.0	1.383	54.7	1.144	45.3
PERMANENT	844	100.0	97	11.5	747	88.5
OTHER	590	100.0	362	61.5	227	38.5
COMPETITION/STAFFING/PROMOTION	30.460	100.0	18.419	60.5	12.041	39.5
MORE JOB OPENINGS	9.027	100.0	5.604	62.1	3.423	37.9
GREATER ACCESS IN ORDER TO APPLY TO JOB COMPETITIONS	2.987	100.0	1.508	50.5	1.479	49.5
FAIR COMPETITION/PROMOTION PROCESS	12.311	100.0	7.565	61.5	4.746	38.5
LESS BILINGUALISM	2.843	100.0	1.883	66.2	960	33.8
OTHER (INCL CHANGE IN COMPETITION PROCESS)	3.292	100.0	1.860	56.5	1.432	43.5
LEAVE	784	100.0	466	59.5	318	40.5
MORE AFFORDABLE EDUCATIONAL LEAVE	675	100.0	441	65.3	234	34.7
MORE AFFORDABLE CHILD CARE AND NURTURING LEAVE	75	100.0	–	–	75	100.0
OTHER	34	100.0	25	73.2	9	26.8
HOURS OF WORK MODIFICATION	983	100.0	220	22.3	764	77.7
FLEXIBLE WORKING HOURS	85	100.0	7	8.6	78	91.4
AVAILABILITY OF PART-TIME WORK	453	100.0	25	5.5	428	94.5
AVAILABILITY OF JOB SHARING WORK	236	100.0	89	37.8	147	62.2
OTHER	209	100.0	98	47.0	111	53.0
CAREER DEVELOPMENT OPPORTUNITIES WITHIN THE PS	8.141	100.0	4.084	50.2	4.057	49.8
CAREER DEVELOPMENT PROGRAM	4.307	100.0	2.074	48.1	2.234	51.9
CAREER COUNSELLING THROUGH PS PROGRAMS	1.018	100.0	475	46.6	543	53.4
ATTENDING/PARTICIPATING IN CONFERENCE/WORKSHOPS WITHIN PS	140	100.0	59	42.1	81	57.9
BETTER COMMUNICATION ABOUT JOB OPENINGS AND PROGS IN DEPT	1.904	100.0	922	48.4	983	51.6
BETTER COMMUNICATION ABOUT JOB OPENINGS AND PROGS BETWEEN DEPTS	596	100.0	426	71.4	170	28.6
OTHER	175	100.0	129	73.8	46	26.2
NETWORKING/CONTACTS	2.635	100.0	1.446	54.9	1.188	45.1
NETWORKING WITH CURRENT DEPARTMENT/AGENCY	1.877	100.0	1.180	62.9	697	37.1
NETWORKING WITH OTHER DEPARTMENTS/AGENCIES	144	100.0	74	51.0	71	49.0
JOINING NON WORK CLUBS AND GROUPS	143	100.0	84	58.9	59	41.1
CAREER COUNSELLING WITH AN EFFECTIVE MENTOR OR MORE SENIOR PERSON	468	100.0	108	23.2	360	76.8
OTHER	2	100.0	–	–	2	100.0
CHANGE IN THE WORK ENVIRONMENT	18.224	100.0	10.774	59.1	7.450	40.9
LESS DISCRIMINATION IN THE WORK PLACE	5.706	100.0	3.519	61.7	2.187	38.3
LESS SEXIST ENVIRONMENT	1.500	100.0	201	13.4	1.299	86.6
POSITIVE SELF-IMAGE REINFORCED BY WORK ENVIRONMENT	2.626	100.0	1.666	63.4	961	36.6
MOTIVATION TO LOOK FOR ADVANCEMENT	1.614	100.0	1.027	63.6	588	36.4
WORKSITE CHILDCARE	154	100.0	–	–	154	100.0
MORE POWER	391	100.0	230	58.8	161	41.2
CHANGE IN MANAGEMENT VIEW OF THINKING	5.329	100.0	3.497	65.6	1.832	34.4
OTHER	903	100.0	635	70.2	269	29.8
GOVERNMENT RELOCATION PROGRAM	1.986	100.0	1.216	61.2	770	38.8
RELOCATION FROM OTTAWA	47	100.0	47	100.0	–	–

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q34A - FIRST FACTOR THAT WOULD HELP IN REALIZING CAREER ASPIRATIONS						
RELOCATION TO OTTAWA	235	100.0	141	60.0	94	40.0
BETTER POLICY IN CASE OF RELOCATION	508	100.0	339	66.8	169	33.2
RELOCATION TO OTHER REGION	1.113	100.0	624	56.1	488	43.9
OTHER	83	100.0	64	77.1	19	22.9
OTHER GOVERNMENT PROGRAMS	5.998	100.0	4.962	82.7	1.036	17.3
REINFORCEMENT OF EMPLOYMENT EQUITY PROGRAM	533	100.0	222	41.7	310	58.3
ABOLITION OF THE EMPLOYMENT EQUITY PROGRAM TO STOP REVERSE DISCRIMINATION	3.223	100.0	3.107	96.4	116	3.6
REINFORCEMENT OF THE FRANCOPHONE POLICY	320	100.0	290	90.6	30	9.4
ABOLITION OF THE FRANCOPHONE POLICY	1.187	100.0	814	68.6	372	31.4
MORE BUDGET (CUT IN THE BUDGET)	602	100.0	411	68.2	191	31.8
OTHER	134	100.0	118	88.0	16	12.0
OTHER FACTORS UNDER THE PS JURISDICTION	2.494	100.0	1.688	67.7	806	32.3
NOT UNDER THE PUBLIC SERVICE	5.832	100.0	3.313	56.8	2.519	43.2
CAREER DEVELOPMENT OPPORTUNITIES OUTSIDE THE PS	84	100.0	79	93.8	5	6.2
ATTENDING/PARTICIPATING IN CONFERENCE/WORKSHOPS OUTSIDE PS	52	100.0	47	90.0	5	10.0
OTHER	32	100.0	32	100.0	-	-
CHANGE IN THE SOCIAL ENVIRONMENT	687	100.0	235	34.3	452	65.7
REDUCTION OF FAMILY RESPONSIBILITIES PRESSURE	509	100.0	165	32.4	344	67.6
GREATER ACCEPTANCE OF FAMILY RESPONSIBILITY LEAVES	118	100.0	39	32.9	79	67.1
BETTER, MORE RELIABLE CHILD CARE ARRANGEMENTS	28	100.0	-	-	28	100.0
OTHER	33	100.0	32	96.6	1	3.4
OTHER FACTORS NOT UNDER THE PS	5.061	100.0	2.999	59.3	2.062	40.7
NOT SPECIFIED	58.707	100.0	33.623	57.3	25.083	42.7

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Total	203.091	100.0	115.649	56.9	87.442	43.1
Q34B - SECOND FACTOR THAT WOULD HELP IN REALIZING CAREER ASPIRATIONS						
TOTAL WITHIN PUBLIC SERVICE	51.531	100.0	27.139	52.7	24.391	47.3
NO BARRIERS	41	100.0	41	100.0	-	-
NO BARRIERS	41	100.0	41	100.0	-	-
TRAINING/EDUCATION	15.864	100.0	8.301	52.3	7.563	47.7
TRAINING	5.370	100.0	2.593	48.3	2.776	51.7
LANGUAGE TRAINING	2.016	100.0	888	44.0	1.129	56.0
MANAGEMENT TRAINING	1.078	100.0	700	64.9	379	35.1
SUPERVISORY TRAINING	343	100.0	147	42.9	196	57.1
GREATER EDUCATION	2.576	100.0	1.309	50.8	1.267	49.2
TO BE BILINGUAL	1.869	100.0	1.063	56.9	806	43.1
OTHER (INCL EXPERIENCE)	2.611	100.0	1.600	61.3	1.011	38.7
POSITION CHANGE WITHOUT COMPETITION	5.050	100.0	1.887	37.4	3.162	62.6
LATERAL TRANSFER	483	100.0	80	16.5	403	83.5
SECONDMENT	1.587	100.0	526	33.1	1.061	66.9
ACTING APPOINTMENTS	1.762	100.0	603	34.2	1.160	65.8
UNDERFILL	36	100.0	-	-	36	100.0
RECLASSIFICATION OF THE POSITION	828	100.0	463	56.0	364	44.0
PERMANENT	175	100.0	100	57.3	75	42.7
OTHER	179	100.0	115	64.4	64	35.6
COMPETITION/STAFFING/PROMOTION	9.592	100.0	5.333	55.6	4.259	44.4
MORE JOB OPENINGS	1.993	100.0	1.127	56.6	866	43.4
GREATER ACCESS IN ORDER TO APPLY TO JOB COMPETITIONS	1.927	100.0	1.015	52.7	912	47.3
FAIR COMPETITION/PROMOTION PROCESS	3.718	100.0	2.211	59.5	1.506	40.5
LESS BILINGUALISM	879	100.0	425	48.4	453	51.6
OTHER (INCL CHANGE IN COMPETITION PROCESS)	1.076	100.0	554	51.5	521	48.5
LEAVE	561	100.0	328	58.4	234	41.6
MORE AFFORDABLE EDUCATIONAL LEAVE	479	100.0	286	59.8	193	40.2
MORE AFFORDABLE CHILD CARE AND NURTURING LEAVE	4	100.0	-	-	4	100.0
OTHER	78	100.0	41	52.7	37	47.3
HOURS OF WORK MODIFICATION	493	100.0	166	33.6	328	66.4
FLEXIBLE WORKING HOURS	103	100.0	21	20.8	82	79.2
AVAILABILITY OF PART-TIME WORK	128	100.0	18	13.8	110	86.2
AVAILABILITY OF JOB SHARING WORK	129	100.0	61	47.2	68	52.8
OTHER	133	100.0	66	49.2	68	50.8
CAREER DEVELOPMENT OPPORTUNITIES WITHIN THE PS	5.505	100.0	2.570	46.7	2.935	53.3
CAREER DEVELOPMENT PROGRAM	2.926	100.0	1.453	49.7	1.473	50.3
CAREER COUNSELLING THROUGH PS PROGRAMS	521	100.0	243	46.6	278	53.4
ATTENDING/PARTICIPATING IN CONFERENCE/WORKSHOPS WITHIN PS	176	100.0	59	33.5	117	66.5
BETTER COMMUNICATION ABOUT JOB OPENINGS AND PROGS IN DEPT	1.311	100.0	558	42.6	753	57.4
BETTER COMMUNICATION ABOUT JOB OPENINGS AND PROGS BETWEEN DEPTS	470	100.0	195	41.5	275	58.5
OTHER	101	100.0	61	60.9	39	39.1
NETWORKING/CONTACTS	1.868	100.0	1.200	64.2	669	35.8
NETWORKING WITH CURRENT DEPARTMENT/AGENCY	1.063	100.0	645	60.6	418	39.4
NETWORKING WITH OTHER DEPARTMENTS/AGENCIES	128	100.0	72	56.6	56	43.4
JOINING NON WORK CLUBS AND GROUPS	261	100.0	235	89.8	27	10.2
CAREER COUNSELLING WITH AN EFFECTIVE MENTOR OR MORE SENIOR PERSON	393	100.0	248	63.1	145	36.9
OTHER	23	100.0	-	-	23	100.0
CHANGE IN THE WORK ENVIRONMENT	8.831	100.0	4.687	53.1	4.144	46.9
LESS DISCRIMINATION IN THE WORK PLACE	2.640	100.0	1.532	58.1	1.107	41.9
LESS SEXIST ENVIRONMENT	635	100.0	139	21.9	496	78.1
POSITIVE SELF-IMAGE REINFORCED BY WORK ENVIRONMENT	1.571	100.0	875	55.7	696	44.3
MOTIVATION TO LOOK FOR ADVANCEMENT	1.208	100.0	602	49.8	606	50.2
WORKSITE CHILDCARE	52	100.0	-	-	52	100.0
MORE POWER	213	100.0	142	66.7	71	33.3
CHANGE IN MANAGEMENT VIEW OF THINKING	2.128	100.0	1.217	57.2	911	42.8
OTHER	385	100.0	180	46.7	206	53.3
GOVERNMENT RELOCATION PROGRAM	799	100.0	458	57.3	341	42.7
RELOCATION FROM OTTAWA	19	100.0	18	90.2	2	9.8
RELOCATION TO OTTAWA	128	100.0	86	67.6	41	32.4
BETTER POLICY IN CASE OF RELOCATION	206	100.0	126	61.3	80	38.7

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY–Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q34B - SECOND FACTOR THAT WOULD HELP IN REALIZING CAREER ASPIRATIONS						
RELOCATION TO OTHER REGION..................	348	100.0	183	52.7	165	47.3
OTHER....................................	97	100.0	44	45.6	53	54.4
OTHER GOVERNMENT PROGRAMS....................	2.603	100.0	2.033	78.1	571	21.9
REINFORCEMENT OF EMPLOYMENT EQUITY PROGRAM.	282	100.0	94	33.2	189	66.8
ABOLITION OF THE EMPLOYMENT EQUITY PROGRAM TO STOP REVERSE DISCRIMINATION.............	1.142	100.0	1.038	90.9	104	9.1
REINFORCEMENT OF THE FRANCOPHONE POLICY....	77	100.0	58	74.8	19	25.2
ABOLITION OF THE FRANCOPHONE POLICY.........	730	100.0	623	85.4	107	14.6
MORE BUDGET (CUT IN THE BUDGET).............	292	100.0	141	48.4	151	51.6
OTHER....................................	80	100.0	78	98.4	1	1.6
OTHER FACTORS UNDER THE PS JURISDICTION......	322	100.0	137	42.4	186	57.6
NOT UNDER THE PUBLIC SERVICE..................	1.783	100.0	924	51.8	859	48.2
CAREER DEVELOPMENT OPPORTUNITIES OUTSIDE THE PS..	52	100.0	32	61.4	20	38.6
ATTENDING/PARTICIPATING IN CONFERENCE/WORKSHOPS OUTSIDE PS............	52	100.0	32	61.4	20	38.6
CHANGE IN THE SOCIAL ENVIRONMENT.............	553	100.0	169	30.6	384	69.4
REDUCTION OF FAMILY RESPONSIBILITIES PRESSURE..................................	309	100.0	98	31.7	211	68.3
GREATER ACCEPTANCE OF FAMILY RESPONSIBILITY LEAVES....................................	122	100.0	52	42.4	70	57.6
BETTER, MORE RELIABLE CHILD CARE ARRANGEMENTS..............................	68	100.0	-	-	68	100.0
OTHER....................................	55	100.0	20	35.8	35	64.2
OTHER FACTORS NOT UNDER THE PS...............	1.178	100.0	723	61.4	455	38.6
NOT STATED...................................	149.777	100.0	87.586	58.5	62.192	41.5

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Total	203.091	100.0	115.649	56.9	87.442	43.1
Q34C - THIRD FACTOR THAT WOULD HELP IN REALIZING CAREER ASPIRATIONS						
TOTAL WITHIN PUBLIC SERVICE	13.466	100.0	6.543	48.6	6.923	51.4
TRAINING/EDUCATION	3.056	100.0	1.156	37.8	1.901	62.2
TRAINING	811	100.0	305	37.6	506	62.4
LANGUAGE TRAINING	447	100.0	111	24.8	336	75.2
MANAGEMENT TRAINING	118	100.0	30	25.1	89	74.9
SUPERVISORY TRAINING	104	100.0	74	71.2	30	28.8
GREATER EDUCATION	618	100.0	176	28.4	442	71.6
TO BE BILINGUAL	400	100.0	142	35.5	258	64.5
OTHER (INCL EXPERIENCE)	558	100.0	319	57.1	239	42.9
POSITION CHANGE WITHOUT COMPETITION	1.183	100.0	560	47.4	623	52.6
LATERAL TRANSFER	162	100.0	111	68.1	52	31.9
SECONDMENT	386	100.0	141	36.5	245	63.5
ACTING APPOINTMENTS	444	100.0	185	41.7	259	58.3
RECLASSIFICATION OF THE POSITION	140	100.0	94	66.7	47	33.3
OTHER	51	100.0	30	59.6	20	40.4
COMPETITION/STAFFING/PROMOTION	2.500	100.0	1.446	57.8	1.054	42.2
MORE JOB OPENINGS	463	100.0	276	59.6	187	40.4
GREATER ACCESS IN ORDER TO APPLY TO JOB COMPETITIONS	341	100.0	184	53.9	157	46.1
FAIR COMPETITION/PROMOTION PROCESS	1.430	100.0	918	64.2	512	35.8
LESS BILINGUALISM	135	100.0	33	24.6	102	75.4
OTHER (INCL CHANGE IN COMPETITION PROCESS)	131	100.0	35	26.8	96	73.2
LEAVE	88	100.0	30	34.3	58	65.7
MORE AFFORDABLE EDUCATIONAL LEAVE	88	100.0	30	34.3	58	65.7
HOURS OF WORK MODIFICATION	92	100.0	38	41.4	54	58.6
FLEXIBLE WORKING HOURS	21	100.0	-	-	21	100.0
AVAILABILITY OF PART-TIME WORK	17	100.0	-	-	17	100.0
AVAILABILITY OF JOB SHARING WORK	16	100.0	-	-	16	100.0
OTHER	38	100.0	38	100.0	-	-
CAREER DEVELOPMENT OPPORTUNITIES WITHIN THE PS	1.879	100.0	892	47.5	987	52.5
CAREER DEVELOPMENT PROGRAM	813	100.0	315	38.8	497	61.2
CAREER COUNSELLING THROUGH PS PROGRAMS	177	100.0	32	18.3	144	81.7
ATTENDING/PARTICIPATING IN CONFERENCE/WORKSHOPS WITHIN PS	142	100.0	85	59.5	58	40.5
BETTER COMMUNICATION ABOUT JOB OPENINGS AND PROGS IN DEPT	365	100.0	232	63.6	133	36.4
BETTER COMMUNICATION ABOUT JOB OPENINGS AND PROGS BETWEEN DEPTS	382	100.0	227	59.6	154	40.4
NETWORKING/CONTACTS	608	100.0	270	44.4	338	55.6
NETWORKING WITH CURRENT DEPARTMENT/AGENCY	486	100.0	247	50.8	239	49.2
NETWORKING WITH OTHER DEPARTMENTS/AGENCIES	41	100.0	23	56.6	18	43.4
JOINING NON WORK CLUBS AND GROUPS	40	100.0	-	-	40	100.0
CAREER COUNSELLING WITH AN EFFECTIVE MENTOR OR MORE SENIOR PERSON	40	100.0	-	-	40	100.0
CHANGE IN THE WORK ENVIRONMENT	2.897	100.0	1.252	43.2	1.645	56.8
LESS DISCRIMINATION IN THE WORK PLACE	629	100.0	221	35.1	408	64.9
LESS SEXIST ENVIRONMENT	157	100.0	14	8.6	143	91.4
POSITIVE SELF-IMAGE REINFORCED BY WORK ENVIRONMENT	664	100.0	218	32.9	446	67.1
MOTIVATION TO LOOK FOR ADVANCEMENT	366	100.0	253	69.0	113	31.0
WORKSITE CHILDCARE	27	100.0	-	-	27	100.0
MORE POWER	116	100.0	38	32.6	78	67.4
CHANGE IN MANAGEMENT VIEW OF THINKING	700	100.0	411	58.7	289	41.3
OTHER	237	100.0	97	41.0	140	59.0
GOVERNMENT RELOCATION PROGRAM	392	100.0	274	69.9	118	30.1
RELOCATION TO OTTAWA	69	100.0	50	72.6	19	27.4
BETTER POLICY IN CASE OF RELOCATION	174	100.0	115	66.3	59	33.7
RELOCATION TO OTHER REGION	116	100.0	75	65.1	40	34.9
OTHER	33	100.0	33	100.0	-	-
OTHER GOVERNMENT PROGRAMS	597	100.0	489	81.9	108	18.1
REINFORCEMENT OF EMPLOYMENT EQUITY PROGRAM	103	100.0	40	38.7	63	61.3
ABOLITION OF THE EMPLOYMENT EQUITY PROGRAM TO STOP REVERSE DISCRIMINATION	285	100.0	268	94.0	17	6.0
REINFORCEMENT OF THE FRANCOPHONE POLICY	3	100.0	-	-	3	100.0
ABOLITION OF THE FRANCOPHONE POLICY	112	100.0	103	91.7	9	8.3
MORE BUDGET (CUT IN THE BUDGET)	47	100.0	47	100.0	-	-
OTHER	47	100.0	31	67.5	15	32.5

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q35C - THIRD FACTOR THAT WOULD HELP IN REALIZING CAREER ASPIRATIONS						
OTHER FACTORS UNDER THE PS JURISDICTION......	175	100.0	137	78.0	39	22.0
NOT UNDER THE PUBLIC SERVICE.................	633	100.0	342	54.1	290	45.9
CHANGE IN THE SOCIAL ENVIRONMENT.............	140	100.0	7	4.8	133	95.2
REDUCTION OF FAMILY RESPONSIBILITIES PRESSURE.................................	31	100.0	7	22.1	24	77.9
GREATER ACCEPTANCE OF FAMILY RESPONSIBILITY LEAVES...................................	26	100.0	-	-	26	100.0
BETTER, MORE RELIABLE CHILD CARE ARRANGEMENTS...............................	62	100.0	-	-	62	100.0
OTHER......................................	21	100.0	-	-	21	100.0
OTHER FACTORS NOT UNDER THE PS...............	492	100.0	335	68.1	157	31.9
NOT STATED...................................	188,993	100.0	108,764	57.5	80,228	42.5

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.1 - THERE ARE BETTER JOB OPPORTUNITIES IN THE PUBLIC SERVICE IF YOU COME FROM THE OUTSIDE.						
STRONGLY AGREE	17,944	100.0	10,686	59.6	7,258	40.4
SLIGHTLY AGREE	41,668	100.0	24,204	58.1	17,463	41.9
SLIGHTLY DISAGREE	45,808	100.0	26,883	58.7	18,926	41.3
STRONGLY DISAGREE	50,423	100.0	28,125	55.8	22,298	44.2
NO OPINION	40,108	100.0	21,780	54.3	18,328	45.7
NOT STATED	7,139	100.0	3,970	55.6	3,168	44.4
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.2 - POSITIONS ARE OFTEN POSTED AFTER THE DEPARTMENT / AGENCY HAS ALREADY IDENTIFIED THE PERSON THEY WANT TO FILL THE POSITION.						
STRONGLY AGREE	86,272	100.0	46,980	54.5	39,292	45.5
SLIGHTLY AGREE	72,385	100.0	41,932	57.9	30,452	42.1
SLIGHTLY DISAGREE	18,918	100.0	11,291	59.7	7,627	40.3
STRONGLY DISAGREE	11,729	100.0	7,386	63.0	4,343	37.0
NO OPINION	9,979	100.0	5,891	59.0	4,088	41.0
NOT STATED	3,808	100.0	2,169	57.0	1,639	43.0
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.3 - FRANCOPHONES GET AHEAD MORE EASILY.						
STRONGLY AGREE	57,157	100.0	33,576	58.7	23,581	41.3
SLIGHTLY AGREE	44,725	100.0	26,782	59.9	17,943	40.1
SLIGHTLY DISAGREE	24,541	100.0	12,830	52.3	11,711	47.7
STRONGLY DISAGREE	44,404	100.0	24,585	55.4	19,819	44.6
NO OPINION	27,154	100.0	14,983	55.2	12,172	44.8
NOT STATED	5,110	100.0	2,894	56.6	2,216	43.4
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.4 - THERE ARE NOT ENOUGH VACANT POSITIONS OPENING UP IN THE PUBLIC SERVICE.						
STRONGLY AGREE	81,737	100.0	41,054	50.2	40,683	49.8
SLIGHTLY AGREE	59,498	100.0	34,068	57.3	25,429	42.7
SLIGHTLY DISAGREE	23,839	100.0	15,588	65.4	8,251	34.6
STRONGLY DISAGREE	9,093	100.0	6,005	66.0	3,089	34.0
NO OPINION	23,317	100.0	15,350	65.8	7,968	34.2
NOT STATED	5,606	100.0	3,584	63.9	2,023	36.1
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.5 - MEN AND WOMEN ARE TREATED IN THE SAME WAY IN MY DEPARTMENT.						
STRONGLY AGREE	57,298	100.0	35,183	61.4	22,115	38.6
SLIGHTLY AGREE	50,469	100.0	28,418	56.3	22,051	43.7
SLIGHTLY DISAGREE	41,989	100.0	22,221	52.9	19,768	47.1
STRONGLY DISAGREE	34,307	100.0	18,197	53.0	16,110	47.0
NO OPINION	14,199	100.0	8,813	62.1	5,386	37.9
NOT STATED	4,828	100.0	2,817	58.3	2,012	41.7
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.6 - MEN AND WOMEN ARE TREATED IN THE SAME WAY IN THE PUBLIC SERVICE.						
STRONGLY AGREE	23,242	100.0	15,161	65.2	8,082	34.8
SLIGHTLY AGREE	50,683	100.0	30,067	59.3	20,616	40.7
SLIGHTLY DISAGREE	55,587	100.0	29,324	52.8	26,262	47.2
STRONGLY DISAGREE	37,927	100.0	20,647	54.4	17,280	45.6
NO OPINION	29,762	100.0	17,135	57.6	12,627	42.4
NOT STATED	5,890	100.0	3,315	56.3	2,574	43.7
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.7 - EVEN THOUGH I HAVE THE SKILLS TO DO A CERTAIN JOB, I KNOW I WON'T GET SOME JOBS WITHOUT A UNIVERSITY DEGREE.						
STRONGLY AGREE	74,939	100.0	41,903	55.9	33,036	44.1
SLIGHTLY AGREE	51,421	100.0	28,847	56.1	22,573	43.9
SLIGHTLY DISAGREE	21,319	100.0	11,111	52.1	10,207	47.9
STRONGLY DISAGREE	14,947	100.0	8,736	58.4	6,211	41.6
NO OPINION	34,468	100.0	21,377	62.0	13,091	38.0
NOT STATED	5,998	100.0	3,675	61.3	2,323	38.7
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.8 - MEN MAKE BETTER MANAGERS THAN WOMEN DO.						
STRONGLY AGREE	10,351	100.0	6,885	66.5	3,466	33.5
SLIGHTLY AGREE	21,736	100.0	15,808	72.7	5,928	27.3
SLIGHTLY DISAGREE	29,819	100.0	19,767	66.3	10,052	33.7
STRONGLY DISAGREE	108,572	100.0	46,869	43.2	61,702	56.8
NO OPINION	28,053	100.0	23,607	84.2	4,446	15.8
NOT STATED	4,560	100.0	2,713	59.5	1,848	40.5

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.9 - EMP EQUITY AND AFFIRMATIVE ACTION PROGS GIVE WOMEN AN UNFAIR CAREER ADVANTAGE WHEN PS IS DOWNSIZING.						
STRONGLY AGREE	29,651	100.0	24,449	82.5	5,202	17.5
SLIGHTLY AGREE	49,706	100.0	35,427	71.3	14,280	28.7
SLIGHTLY DISAGREE	33,552	100.0	16,426	49.0	17,126	51.0
STRONGLY DISAGREE	37,226	100.0	12,800	34.4	24,427	65.6
NO OPINION	47,158	100.0	23,465	49.8	23,693	50.2
NOT STATED	5,797	100.0	3,082	53.2	2,715	46.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.10 - WHEN BEING CONSIDERED FOR A JOB, IT IS A DISADVANTAGE TO HAVE FAMILY RESPONSIBILITIES.						
STRONGLY AGREE	15,076	100.0	5,995	39.8	9,081	60.2
SLIGHTLY AGREE	49,798	100.0	22,514	45.2	27,283	54.8
SLIGHTLY DISAGREE	41,395	100.0	24,428	59.0	16,967	41.0
STRONGLY DISAGREE	59,348	100.0	39,753	67.0	19,595	33.0
NO OPINION	32,513	100.0	20,168	62.0	12,345	38.0
NOT STATED	4,962	100.0	2,790	56.2	2,172	43.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.11 - WOMEN WHO ARE PREGNANT SHOULD NOT APPLY FOR COMPETITIONS IN THE PUBLIC SERVICE.						
STRONGLY AGREE	14,684	100.0	10,072	68.6	4,612	31.4
SLIGHTLY AGREE	20,476	100.0	13,442	65.6	7,034	34.4
SLIGHTLY DISAGREE	28,400	100.0	18,726	65.9	9,673	34.1
STRONGLY DISAGREE	113,319	100.0	55,390	48.9	57,929	51.1
NO OPINION	21,497	100.0	15,179	70.6	6,318	29.4
NOT STATED	4,715	100.0	2,839	60.2	1,876	39.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.12 - RAISING CHILDREN SHOULD BE A WOMAN'S RESPONSIBILITY.						
STRONGLY AGREE	9,503	100.0	6,447	67.8	3,056	32.2
SLIGHTLY AGREE	14,100	100.0	10,338	73.3	3,761	26.7
SLIGHTLY DISAGREE	23,779	100.0	16,266	68.4	7,512	31.6
STRONGLY DISAGREE	136,124	100.0	68,859	50.6	67,265	49.4
NO OPINION	14,212	100.0	10,533	74.1	3,679	25.9
NOT STATED	5,373	100.0	3,206	59.7	2,168	40.3
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.13 - WOMEN HAVE TO BE MORE QUALIFIED THEN MEN TO BE PROMOTED.						
STRONGLY AGREE	26,787	100.0	4,841	18.1	21,946	81.9
SLIGHTLY AGREE	42,637	100.0	15,333	36.0	27,304	64.0
SLIGHTLY DISAGREE	34,623	100.0	23,130	66.8	11,492	33.2
STRONGLY DISAGREE	79,654	100.0	60,275	75.7	19,379	24.3
NO OPINION	14,729	100.0	9,341	63.4	5,388	36.6
NOT STATED	4,661	100.0	2,728	58.5	1,933	41.5
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.14 - WOMEN IN THE PUBLIC SERVICE COME UP AGAINST AN INVISIBLE BARRIER ONCE THEY GET TO A CERTAIN LEVEL.						
STRONGLY AGREE	34,661	100.0	7,891	22.8	26,770	77.2
SLIGHTLY AGREE	56,377	100.0	26,315	46.7	30,063	53.3
SLIGHTLY DISAGREE	28,694	100.0	19,714	68.7	8,980	31.3
STRONGLY DISAGREE	40,455	100.0	33,230	82.1	7,224	17.9
NO OPINION	38,009	100.0	25,433	66.9	12,576	33.1
NOT STATED	4,895	100.0	3,066	62.6	1,829	37.4
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.15 - PEOPLE GET AHEAD BECAUSE OF WHO THEY KNOW.						
STRONGLY AGREE	70,069	100.0	38,041	54.3	32,027	45.7
SLIGHTLY AGREE	95,136	100.0	54,198	57.0	40,937	43.0
SLIGHTLY DISAGREE	18,245	100.0	11,159	61.2	7,086	38.8
STRONGLY DISAGREE	9,274	100.0	6,097	65.7	3,177	34.3
NO OPINION	6,985	100.0	3,999	57.9	2,985	42.1
NOT STATED	3,462	100.0	2,153	62.2	1,309	37.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q35.16 - PEOPLE QUIT THE PUBLIC SERVICE RATHER THAN REPAY PENSION CONTRIBUTIONS AFTER EXTENDED LEAVE.						
STRONGLY AGREE	5,473	100.0	2,303	42.1	3,170	57.9
SLIGHTLY AGREE	16,502	100.0	7,907	48.2	8,595	51.8
SLIGHTLY DISAGREE	21,019	100.0	10,530	50.1	10,489	49.9
STRONGLY DISAGREE	23,457	100.0	12,089	51.5	11,368	48.5
NO OPINION	131,481	100.0	79,654	60.6	51,827	39.4
NOT STATED	5,078	100.0	3,086	60.8	1,992	39.2
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.17 - UNIONS ARE MORE SUPPORTIVE THAN MANAGEMENT ON ISSUES RELATED TO EMPLOYMENT EQUITY.						
STRONGLY AGREE	28,755	100.0	16,787	58.4	11,967	41.6
SLIGHTLY AGREE	49,320	100.0	28,434	57.7	20,887	42.3
SLIGHTLY DISAGREE	29,839	100.0	17,821	59.7	12,017	40.3
STRONGLY DISAGREE	20,727	100.0	12,518	60.4	8,209	39.6
NO OPINION	69,726	100.0	37,410	53.7	32,316	46.3
NOT STATED	4,724	100.0	2,679	56.7	2,045	43.3
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.18 - WOMEN HAVE BEEN PLACED IN POSITIONS BEYOND THEIR EXPERTISE AND TRAINING BECAUSE OF THE EMPLOYMENT EQUITY PROGRAM.						
STRONGLY AGREE	21,363	100.0	17,511	82.0	3,852	18.0
SLIGHTLY AGREE	48,884	100.0	35,650	72.9	13,234	27.1
SLIGHTLY DISAGREE	33,210	100.0	17,812	53.6	15,397	46.4
STRONGLY DISAGREE	46,756	100.0	15,490	33.1	31,266	66.9
NO OPINION	48,000	100.0	26,325	54.8	21,674	45.2
NOT STATED	4,878	100.0	2,860	58.6	2,018	41.4
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.19 - WOMEN SHOULD NOT EXPECT TO BE PLACED IN MANAGEMENT POSITIONS THAT HAVE USUALLY BEEN HELD BY MEN.						
STRONGLY AGREE	7,279	100.0	3,071	42.2	4,209	57.8
SLIGHTLY AGREE	6,807	100.0	4,139	60.8	2,668	39.2
SLIGHTLY DISAGREE	27,321	100.0	20,730	75.9	6,591	24.1
STRONGLY DISAGREE	142,871	100.0	73,891	51.7	68,980	48.3
NO OPINION	13,850	100.0	10,681	77.1	3,169	22.9
NOT STATED	4,962	100.0	3,137	63.2	1,825	36.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.20 - PEOPLE ARE TOO SENSITIVE ABOUT SEXIST JOKES IN THE WORKPLACE.						
STRONGLY AGREE	17,845	100.0	11,409	63.9	6,436	36.1
SLIGHTLY AGREE	51,636	100.0	32,374	62.7	19,263	37.3
SLIGHTLY DISAGREE	49,685	100.0	27,907	56.2	21,778	43.8
STRONGLY DISAGREE	39,301	100.0	17,636	44.9	21,665	55.1
NO OPINION	39,643	100.0	23,371	59.0	16,272	41.0
NOT STATED	4,980	100.0	2,951	59.3	2,029	40.7
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.21 - SOME JOBS ARE MORE SUITED TO SKILLS THAT MEN HAVE, WHILE SOME JOBS ARE MORE SUITED TO WOMEN.						
STRONGLY AGREE	49,273	100.0	32,719	66.4	16,554	33.6
SLIGHTLY AGREE	69,158	100.0	41,397	59.9	27,761	40.1
SLIGHTLY DISAGREE	23,419	100.0	11,989	51.2	11,430	48.8
STRONGLY DISAGREE	43,289	100.0	17,994	41.6	25,295	58.4
NO OPINION	13,614	100.0	9,008	66.2	4,606	33.8
NOT STATED	4,338	100.0	2,542	58.6	1,796	41.4
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.22 - MEN HAVE AN ADVANTAGE BECAUSE THEY HAVE MORE ROLE MODELS THAN WOMEN DO.						
STRONGLY AGREE	14,904	100.0	5,033	33.8	9,872	66.2
SLIGHTLY AGREE	43,794	100.0	23,538	53.7	20,257	46.3
SLIGHTLY DISAGREE	37,620	100.0	23,777	63.2	13,842	36.8
STRONGLY DISAGREE	68,735	100.0	39,124	56.9	29,612	43.1
NO OPINION	33,037	100.0	21,221	64.2	11,816	35.8
NOT STATED	5,001	100.0	2,957	59.1	2,044	40.9
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q35.23 - THE RULES OF BEHAVIOUR IN THIS WORKPLACE ARE MUCH MORE RELAXED FOR MEN THAN FOR WOMEN.						
STRONGLY AGREE	20,340	100.0	6,224	30.6	14,116	69.4
SLIGHTLY AGREE	40,054	100.0	18,759	46.8	21,295	53.2
SLIGHTLY DISAGREE	41,181	100.0	24,388	59.2	16,794	40.8
STRONGLY DISAGREE	69,067	100.0	47,848	69.3	21,219	30.7
NO OPINION	27,218	100.0	15,414	56.6	11,804	43.4
NOT STATED	5,232	100.0	3,017	57.7	2,215	42.3
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q35.24 - MANAGERS AND SUPERVISORS IN THE PUBLIC SERVICE ARE OFTEN SEXIST.						
STRONGLY AGREE	22,930	100.0	9,769	42.6	13,162	57.4
SLIGHTLY AGREE	57,529	100.0	29,129	50.6	28,400	49.4
SLIGHTLY DISAGREE	37,641	100.0	23,093	61.4	14,548	38.6
STRONGLY DISAGREE	40,391	100.0	26,440	65.5	13,951	34.5
NO OPINION	39,724	100.0	24,313	61.2	15,411	38.8
NOT STATED	4,877	100.0	2,906	59.6	1,971	40.4
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q37 - FIRST OFFICIAL LANGUAGE						
ENGLISH	139,896	100.0	82,422	58.9	57,473	41.1
FRENCH	62,794	100.0	33,015	52.6	29,780	47.4
NOT STATED	402	100.0	213	52.9	189	47.1
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q39 - MARITAL STATUS						
MARRIED (INCL. COMMON-LAW/PARTNER)	147,168	100.0	91,847	62.4	55,322	37.6
SINGLE	32,439	100.0	14,880	45.9	17,559	54.1
WIDOWED	2,743	100.0	867	31.6	1,877	68.4
SEPARATED OR DIVORCED	20,207	100.0	7,831	38.8	12,376	61.2
NOT STATED	533	100.0	225	42.2	308	57.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q42 - WHAT IS THE HIGHEST GRADE OR LEVEL OF EDUCATION YOU HAVE COMPLETED?						
LESS THAN HIGH SCHOOL	16,728	100.0	10,769	64.4	5,960	35.6
COMPLETED SECONDARY	83,660	100.0	40,350	48.2	43,310	51.8
COMPLETED COMMUNITY COLLEGE, TECHNICALCOLLEGE, CEGEP, NURSE'S TRAINING	47,313	100.0	26,228	55.4	21,084	44.6
COMPLETED BACHELOR'S DEGREE(E.G. B.A., B.SC., B.A.SC., 4 YEAR B.ED.)	37,292	100.0	25,065	67.2	12,227	32.8
COMPLETED DEGREE IN MEDICINE, DENTISTRY,VETERINARY MEDICINE OR OPTOMETRY	1,317	100.0	1,130	85.8	188	14.2
COMPLETED MASTER'S DEGREE (E.G. M.A., M.D.,)	11,524	100.0	8,413	73.0	3,112	27.0
COMPLETED DOCTORATE (E.G. PH.D.)	2,895	100.0	2,481	85.7	414	14.3
UNIVERSITY DEGREE UNKNOWN	549	100.0	325	59.2	224	40.8
NOT STATED	1,812	100.0	888	49.0	925	51.0
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q43 - PLEASE INDICATE THE MAJOR FIELD OF STUDY OF YOUR HIGHEST DEGREE?						
NOT APPLICABLE	147,701	100.0	77,348	52.4	70,354	47.6
EDUCATION	3,231	100.0	1,769	54.8	1,462	45.2
PHYSICAL EDUCATION, RECREATION AND LEISURE	581	100.0	408	70.3	173	29.7
FINE, PERFORMING AND APPLIED ARTS	2,003	100.0	1,049	52.4	954	47.6
BUSINESS ADMINISTRATION, COMMERCE, FINANCE, ACCOUNTING AND RELATED	12,544	100.0	9,701	77.3	2,843	22.7
SOCIAL SCIENCES, HUMANITIES AND RELATED (INCLUDING LIBRARY SCIENCE)	14,990	100.0	8,464	56.5	6,526	43.5
LAW	1,423	100.0	1,032	72.5	391	27.5
AGRICULTURAL AND BIOLOGICAL SCIENCES	5,553	100.0	4,303	77.5	1,250	22.5
ENGINEERING AND APPLIED SCIENCES (INCLUDING FORESTRY AND ARCHITECTURE)	5,435	100.0	4,915	90.4	520	9.6
NURSING	421	100.0	54	12.8	367	87.2
HEALTH PROFESSIONS AND OCCUPATIONS EXCLUDING NURSING	1,093	100.0	741	67.7	353	32.3
MATHEMATICS, PHYSICAL SCIENCES, COMPUTER SCIENCE AND RELATED	5,462	100.0	4,373	80.1	1,088	19.9
NOT STATED	2,653	100.0	1,492	56.2	1,161	43.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q44A - ARE YOU ANY ONE OF THE FOLLOWING ... INUIT, METIS, NON-STATUS INDIAN, STATUS INDIAN?						
YES	3,425	100.0	1,513	44.2	1,912	55.8
NO	190,782	100.0	109,233	57.3	81,549	42.7
NOT STATED	8,884	100.0	4,903	55.2	3,981	44.8
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
Q44B - CONSIDER SELF, OR BELIEVE POTENTIAL EMP WOULD CONSIDER YOU, DISADVANTAGED BY REAS OF PERSISTENT & SEVERE DISABILITY?						
YES	13,086	100.0	8,580	65.6	4,506	34.4
NO	174,102	100.0	98,833	56.8	75,269	43.2
NOT STATED	15,903	100.0	8,236	51.8	7,667	48.2
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q44C - ARE YOU IN A VISIBLE MINORITY IN CANADA? (I.E., BLACK, CHINESE, JAPANESE, KOREAN, SOUTH ASIAN, ETC.)						
YES	8,920	100.0	5,576	62.5	3,344	37.5
NO	179,615	100.0	102,548	57.1	77,067	42.9
NOT STATED	14,556	100.0	7,525	51.7	7,031	48.3
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q45 - WHAT IS YOUR ANNUAL RATE OF PAY BEFORE TAXES AND DEDUCTIONS?						
LESS THAN $10,000	419	100.0	47	11.2	372	88.8
$10,000 TO $19,999	10,872	100.0	2,574	23.7	8,298	76.3
$20,000 TO $29,999	74,088	100.0	26,232	35.4	47,856	64.6
$30,000 TO $39,999	61,074	100.0	41,597	68.1	19,477	31.9
$40,000 TO $49,999	30,113	100.0	22,516	74.8	7,597	25.2
$50,000 TO $59,999	13,987	100.0	11,868	84.8	2,120	15.2
$60,000 TO $69,999	7,689	100.0	6,902	89.8	787	10.2
$70,000 TO $79,999	2,324	100.0	2,143	92.2	182	7.8
$80,000 TO $89,999	1,024	100.0	934	91.2	90	8.8
$90,000 TO $99,999	239	100.0	200	83.4	40	16.6
OVER $100,000	187	100.0	154	82.5	33	17.5
NOT STATED	1,076	100.0	484	45.0	592	55.0
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
Q46 - WHAT WAS YOUR HOUSEHOLD'S TOTAL INCOME FOR 1988 FROM ALL SOURCES BEFORE TAXES AND DEDUCTIONS?						
LESS THAN $10,000	577	100.0	213	36.9	364	63.1
$10,000 TO $19,999	4,529	100.0	1,550	34.2	2,980	65.8
$20,000 TO $29,999	27,330	100.0	11,344	41.5	15,986	58.5
$30,000 TO $39,999	34,996	100.0	21,765	62.2	13,231	37.8
$40,000 TO $49,999	36,639	100.0	22,584	61.6	14,055	38.4
$50,000 TO $59,999	32,448	100.0	19,023	58.6	13,425	41.4
$60,000 TO $69,999	23,351	100.0	13,824	59.2	9,528	40.8
$70,000 TO $79,999	16,226	100.0	9,926	61.2	6,300	38.8
$80,000 TO $89,999	8,808	100.0	5,350	60.7	3,457	39.3
$90,000 TO $99,999	5,413	100.0	3,389	62.6	2,024	37.4
OVER $100,000	7,244	100.0	4,462	61.6	2,782	38.4
NOT STATED	5,530	100.0	2,220	40.1	3,310	59.9
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
AGE GROUP						
UNDER 25	3,740	100.0	1,060	28.3	2,680	71.7
25-39	95,719	100.0	47,991	50.1	47,728	49.9
40-49	58,730	100.0	36,176	61.6	22,554	38.4
50 OR OVER	44,902	100.0	30,422	67.8	14,480	32.2
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
NCC REGION						
NATIONAL CAPITAL REGION	64,872	100.0	34,083	52.5	30,789	47.5
NOT THE NATIONAL CAPITAL REGION	138,219	100.0	81,566	59.0	56,653	41.0
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1
CATEGORY/ORGANIZATION LEVEL OF PRESENT POSITION						
MANAGEMENT / SENIOR	3,668	100.0	3,209	87.5	459	12.5
SCI & PROF / JUNIOR	8,046	100.0	4,449	55.3	3,597	44.7
SCI & PROF / INTERMEDIATE	12,749	100.0	11,080	86.9	1,669	13.1
SCI & PROF / SENIOR	1,229	100.0	1,048	85.3	181	14.7
ADMIN & FOREIGN SERVICE / JUNIOR	33,259	100.0	17,725	53.3	15,534	46.7
ADMIN & FOREIGN SERVICE / INTERMEDIATE	15,860	100.0	11,024	69.5	4,836	30.5
ADMIN & FOREIGN SERVICE / SENIOR	4,216	100.0	3,434	81.5	782	18.5
TECHNICAL / JUNIOR	18,453	100.0	15,229	82.5	3,224	17.5
TECHNICAL / INTERMEDIATE	5,889	100.0	5,618	95.4	271	4.6
TECHNICAL / SENIOR	447	100.0	437	97.8	10	2.2
ADMIN SUPPORT / SUPPORT	35,065	100.0	4,630	13.2	30,435	86.8
ADMIN SUPPORT / JUNIOR	27,633	100.0	5,948	21.5	21,685	78.5
ADMIN SUPPORT / INTERMEDIATE AND SENIOR	103	100.0	85	82.5	18	17.5
OPERATIONAL / SUPPORT	10,844	100.0	7,682	70.8	3,162	29.2
OPERATIONAL / JUNIOR	24,267	100.0	22,710	93.6	1,557	6.4
OPERATIONAL / INTERMEDIATE AND SENIOR	1,363	100.0	1,341	98.4	22	1.6
TOTAL	203,091	100.0	115,649	56.9	87,442	43.1

BARRIERS TO ADVANCEMENT IN THE PUBLIC SERVICE, MARCH 1989

RESPONSES TO QUESTIONNAIRE SURVEY-Continued

	TOTAL ALL DEPARTMENTS					
	BOTH SEXES		MEN		WOMEN	
	NUMBER	ROW %	NUMBER	ROW %	NUMBER	ROW %
PRESENT DEPARTMENT						
ATLANTIC CANADA OPPORTUNITIES AGENCY	230	100.0	127	55.2	103	44.8
AGRICULTURE CANADA	9,724	100.0	6,879	70.7	2,845	29.3
NATIONAL ARCHIVES OF CANADA	741	100.0	377	50.8	364	49.2
REVENUE CANADA - CUSTOMS AND EXCISE	9,450	100.0	4,784	50.6	4,665	49.4
CONSUMER AND CORPORATE AFFAIRS	2,131	100.0	1,153	54.1	977	45.9
COMMISSIONER OF OFFICIAL LANGUAGES	153	100.0	55	35.9	98	64.1
COMMUNICATIONS	3,774	100.0	1,932	51.2	1,842	48.8
STATUS OF WOMEN OFFICE OF THE COORD	39	100.0	-	-	39	100.0
FISHERIES AND OCEAN CANADA	5,171	100.0	3,883	75.1	1,287	24.9
NATIONAL DEFENSE	31,845	100.0	20,133	63.2	11,712	36.8
ENVIRONMENT	8,315	100.0	5,912	71.1	2,403	28.9
PUBLIC WORKS	7,734	100.0	5,810	75.1	1,924	24.9
SUPPLY AND SERVICES	9,068	100.0	4,460	49.2	4,608	50.8
VETERANS AFFAIRS	3,415	100.0	1,386	40.6	2,029	59.4
EMPLOYMENT AND IMMIGRATION	23,247	100.0	8,375	36.0	14,872	64.0
ENERGY, MINES AND RESOURCES	4,621	100.0	3,009	65.1	1,612	34.9
EXTERNAL AFFAIRS	3,876	100.0	1,828	47.2	2,048	52.8
FINANCE	823	100.0	340	41.3	483	58.7
FEDERAL-PROVINCIAL RELATIONS OFFICE	47	100.0	7	15.0	40	85.0
GOVERNOR GENERAL	116	100.0	42	35.8	75	64.2
CANADIAN HUMAN RIGHTS COMMISSION	172	100.0	65	37.5	107	62.5
INDIAN AFFAIRS AND NORTHERN DEVELOPMENT	4,069	100.0	2,254	55.4	1,815	44.6
INTERNATIONAL JOINT COMMISSION	38	100.0	13	34.1	25	65.9
INVESTMENT CANADA	113	100.0	32	28.5	81	71.5
JUSTICE	1,587	100.0	821	51.7	766	48.3
LABOUR CANADA	836	100.0	401	48.0	435	52.0
TRANSPORT CANADA	19,160	100.0	14,939	78.0	4,221	22.0
SCIENCES AND TECHNOLOGY MINISTRY OF STATE	153	100.0	68	44.5	85	55.5
NATIONAL CAPITAL COMMISSION	872	100.0	611	70.0	261	30.0
HEALTH AND WELFARE	8,436	100.0	3,215	38.1	5,221	61.9
CONTROLLER GENERAL OF CANADA	138	100.0	133	96.5	5	3.5
PRIVY COUNCIL OFFICE	358	100.0	141	39.4	217	60.6
CORRECTIONAL SERVICES	10,630	100.0	7,388	69.5	3,242	30.5
PRIVATIZATION AND REGULATORY AFFAIRS	66	100.0	53	80.7	13	19.3
PUBLIC SERVICE COMMISSION	2,169	100.0	1,191	54.9	978	45.1
ROYAL CANADIAN MOUNTED POLICE	3,314	100.0	736	22.2	2,579	77.8
CANADIAN RADIO-TELVISION COMMISSION	384	100.0	117	30.4	268	69.6
SECRETARY OF STATE	2,851	100.0	946	33.2	1,905	66.8
STATISTICS CANADA	4,387	100.0	2,117	48.3	2,270	51.7
NATIONAL REVENUE - TAXATION	17,913	100.0	9,423	52.6	8,490	47.4
TREASURY BOARD	726	100.0	372	51.2	354	48.8
WESTERN DIVERSIFICATION OFFICE	200	100.0	121	60.5	79	39.5

- Data not available.

SECTION E

COHORT ANALYSIS STUDY

SECTION E

Longitudinal Career Data for Selected Cohorts of Men and Women in the Public Service[1]

November, 1989

INTRODUCTION

Statistics Canada was asked by the Task Force on Barriers to Women in the Public Service to develop and analyze longitudinal information on the career paths of men and women in the public service. Within the short period of time available, a file was created and some analysis conducted.

The objective is to provide some statistical information which is indicative of the career advancement of men and women in **selected** groups over the 1978-87 period. When combined with information from other sources, such data should provide the Task Force members with a better understanding of recent movement in the public service. The Report focuses on events which are of interest to the Task Force and which can be best analyzed using longitudinal data, notably the rate of advancement and exit patterns of men and women in selected cohorts. It does **not** provide any analysis of issues such as the concentration of women in particular occupations (e.g., clerical), the current levels at which women within various occupational groups work, and whether women "caught up" to their male counterparts in various occupations.

The emphasis here is on the narrower questions of rate of advancement and exit patterns. Hence, this report focuses on the differences between men and women in their **movement** (or flows) over time, not the differences in the number of men and women in a particular group and level at any point in time (i.e., stocks). Often significant differences in movement or flows among groups may not have a major impact on the stocks or level in the groups for some time. Measures of advancement and movement among groups do provide valuable information regarding current trends, however, which are often missed when comparing total numbers in a particular group between two time points (i.e., stock counts).

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[1] *The analysis and report writing were conducted by Garnett Picot and Ted Wannell of the Business and Labour Market Analysis Group of Statistics Canada, and the programming in the file development stage was done by Heather Prieur and John Small of the Small Business and Special Projects Division.*

The longitudinal file used in this work has been constructed for selected cohorts of public servants for the period 1978 to 1987 inclusive. The file was created by combining data from Treasury Board's "incumbent" file and Revenue Canada files containing information on annual employment earnings. Information on **the same individual** over the ten years is made available in this way, and an analysis of the career paths of groups of individuals in the selected cohorts[2] can be calculated. The cohorts were selected from the population of employees covered by Schedule 1, Part 1 of the *Public Service Staff Relations Act*.[3]

The data are used to examine the career achievement of women and men in the selected cohorts. Of particular interest is:

- At what rate did women and men **exit permanently** from the public service over the ten-year period, and how did the earnings of those who exited compare with those who stayed?
- For those in the cohorts who **stayed** in the public service over the entire ten years, what was the rate of career advancement of men and women as indicated by (i) change in the pay rate in the jobs held over the period, (ii) movement up a specially constructed promotions scale and, (iii) group and level achieved by the cohort at the end of the period.
- For those who had achieved the higher managerial levels by 1987 (SM and EX), how quickly did the men and women advance and from which groups did they come?

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[2] *Due to the short time available for file construction and analysis it was decided that a broad and sweeping analysis of the career advancement and exit patterns of public servants in general could not be conducted. Rather, specific cohorts were selected and their career paths examined.*

[3] *Canada Post was excluded, since it moved out of the source population during the period of analysis.*

SELECTING THE COHORTS

1. **Groups of cohorts based in three different years were selected:**
   a) Persons working full-time in **1978** were selected, and their career advancement over the following nine years to 1987 determined.
   b) Persons working full-time in 1982 were selected, and their movements during the following five years were examined.[4]
   c) A group of cohorts in the SM and EX groups in **1987** was selected, and their career advancement over the preceding nine years analyzed.

2. **The cohorts were selected on the basis of group, level, age, and in some cases, years of experience** in the public service. Groups were selected to be indicative of the administrative, administrative support, professional and management categories. Cohorts in the CR, AS, PM, ES, SM and EX groups were primarily used in the analysis, although some other smaller professional groups were included in 1982 cohorts.

   The objective in selecting the cohorts was to obtain groups of men and women which were as similar and as homogeneous as possible, given the information available. Since age is often a good proxy for work experience and speed of career advancement (given a particular group and level), relatively narrow age bands were used (usually five years). In some cases an upper age limit was used.[5]

3. **There were very few women in some cohorts, which introduced problems in analysis,** particularly in the scientific and professional areas.

   The approximately 2,500 women in the professional/technical areas in 1978 (excluding nursing and education groups, which do not normally feed higher level public service positions) were distributed over nine small occupational groups. After controlling for age and level, the numbers in the higher levels within most professional groups were too small to allow any analysis. Hence, upper levels in the professional groups, which among men often feed senior management positions, are not well represented in the 1978 female cohorts. The ES Group — the only professional group large enough — is included, but the analysis of the 1978 cohorts focuses more on the AS and PM groups, which contain more women and from which many women rise to senior levels. The CR group is also included in the analysis, since 46% of all women work in this group.

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[4] *Cohorts were selected for these years in order (i) to see if the experience of the middle 1980s differed from earlier years and (ii) to get more information on the career advancement of middle to upper level professional groups than was possible in the 1978 cohorts because of the very small number of women. This part of the project was conducted last, and there was not time to combine the "incumbents" and Revenue Canada data sources. Hence, only the T.B. incumbents data were used.*

[5] *For example, among EX's only persons up to age 49 were selected. This was done for two reasons. First, since we were looking back to determine the path to the EX group, we wanted to select persons who likely entered the group in the recent past, and hence had some movement over the previous 10 years. Second, although 40% of male EX's were 50 or over, only 17% of female EX's were in this age group. To keep the ages of men and women as similar as possible, the age 49 cut off was selected.*

A different sampling technique was used for the 1982 cohorts to obtain larger samples of women. **All** women in a particular group and level were selected for the analysis, not just those in a particular age group.[6]

4. The Cohorts Selected

Twelve cohorts of workers in particular occupational groups, levels and age group in the Public Service in 1978 were selected and their advancement over the nine year period to 1987 analyzed. In addition, seven cohorts of mainly professional workers in 1982 were selected for analysis in the 1982-87 period, as were four cohorts of managers in 1987. Cohorts were selected to maximize the number of women but still maintain a homogeneous group. They are listed in the table on the following page.

5. Methodological Note

To provide an overview of the findings, **unweighted** averages of proportions or percent changes across all cohorts are often used. This approach gives the data for each cohort an equal weight in the overall findings. Since this is not a representative sample of public servants — rather a set of indicative groups — it did not seem appropriate to weight the result by the size of the cohort.

Also, dollar values for all years have been converted to constant 1987 dollars, so the effect of inflation on earnings has been removed. Changes in real earnings are reported in all cases.

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[6] *The ages of men and women within particular groups and levels in the professional area varies considerably with women being generally younger. Age is of course a major factor in career and salary advancement, with more movement among the young. To control for age differences, balanced samples by age were selected within a group and level. That is, all women in a group and level were selected within a group and an equal number of men were randomly chosen from within five year age groups such that the age distribution of the men and women selected were the same. Revenue Canada data could not be used in the 1982 cohort analysis due to time constraints.*

Cohorts Selected

Group and Level	Age in Base Year	Yrs. of P.S. Experience in Base Year	Number M	Number F
1978 Cohorts				
CR-2	20-24	0-1	238	751
CR-4	25-29	4-7	535	1,390
CR-5	30-34	4-7	149	221
AS-2	25-29	All	162	174
AS-3	30-34	All	162	93
AS-3	35-39	All	118	63
PM-1	20-24	0-2	119	141
PM-2	25-29	4-7	452	398
PM-3	30-34	4-7	388	87
PM-5	35-39	All	206	22
ES-3	25-29	All	71	48
ES-5	30-34	All	243	29
1982 Cohorts				
ES-4	All	All	87	87
ES-5	All	All	97	97
BI-2	All	All	60	60
AU-1	All	All	91	91
AS-3	All	All	712	712
PM-3	All	All	1,004	1,004
PM-4	All	All	518	518
CR-4	All	All	3,885	3,885
1987 Cohorts				
SM	30-39	All	221	81
SM	40-44	All	416	80
EX-1	30-49	All	517	77
EX-2	39-49	All	401	55

FINDINGS FOR THE 1978 COHORTS

Exits From the Public Service

- Taking the cohorts together, women exited permanently[7] from the public service at a higher rate than men over the ten-year period.[8] These results apply mainly to cohorts whose members were under 35 in 1978 and who were earning under $40,000 in that year (in 1987 dollars). These are the areas in which the majority of female public servants are employed. There were not sufficient numbers of leavers from older cohorts of higher earners to produce reliable results. Averaged over the nine cohorts in the CR, AS and PM (to PM-3) levels, the proportion of the cohort leaving permanently was 22% for women and 17% for men. These exits tended to be concentrated in the early part of the time period (1979-82). Child care could have been associated with this difference, but that is not known from these data.
- Although reliable estimates of the permanent exits are not available for the older women in the upper levels of the groups, for the ES-3 cohort (age 25-29 in 1978) the proportion of the cohort exiting permanently was about the same for men (22%) and women (25%) (the difference was not statistically significant).
- There was some interest in knowing whether higher paying jobs outside the public service played a major role in exits for women. This analysis looks at salary gains over the entire period to shed some light on this. The results suggest it was unlikely that movement to a full-time job paying a much higher salary over a long period was the main motivation for leaving the public service. Among women the permanent leavers had lower average growth in annual employment earnings between 1978 and 1987 than did the stayers.[9] This

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[7] ***Permanently*** *means the individual had left the public service during some time up to and including 1984, and had not returned by 1987. Exits in 1985 or later were excluded since it was not possible to determine if they would return in a reasonable period of time (i.e., 2 years). Hence, permanently means out of the public service for at least 3 years. A knowledge of each person's status as of year end (end of December) was available in this analysis. If the person was on active status (i.e., being paid) as of year end that individual was considered in the public service for that year. People on leave without pay or maternity leave as of year end were considered out of the P.S. at that particular point in time.*

[8] *Although when taken alone many of the cohorts did not display a statistically significant difference due to the small size of the population.*

[9] *Only leavers who had significant (>$2000) annual earnings in 1987 were included in the calculation. Those with little or no earnings were excluded, since by definition all stayers had employment earnings in 1987. As well, persons with temporary interruptions from the public service, but who were in the P.S. in 1987 were included as stayers. Hence, both leavers and stayers could have had periods of no earnings over the nine years.*

held for all cohorts, although not all differences were statistically significant. The unweighted average growth in earnings in the nine cohorts for which data were available was -8% for leavers and +18% for stayers. There was significant variation among cohorts.

Career Paths and Growth in Pay Among the Stayers

- Not surprisingly, most public servants in the selected cohorts employed in government in 1978 remained in government each year through to 1987. Seventy-eight percent of men and 72% of women across the twelve cohorts fell into this group of "stayers." There was significant variation by cohort.
- Among both men and women, a relatively large proportion of stayers (persons in the public service in all ten years) were still in the **same group** nine years later, either at the same or higher level. The proportion of stayers in the same group at the end of the period varied from 80% among entry-level female CRs (i.e., CR-2s 20-24) to a level of 38% among more senior male CRs (CR-5 30-34). The unweighted average across all twelve 1978 cohorts of the proportion in the same group 10 years later were: females 64%, males 64%.
- Using equivalent earnings,[10] which is a measure of the pay rate in a job as of year end, among the younger cohorts with the lower pay levels in 1978 (i.e. the three CR cohorts, AS-2, PM-1), the pay rate generally rose more quickly over the period for men than women. The unweighted average annual increase in pay rate over the period (in constant dollars) in these five cohorts was 26% for men and 20% for women. These are the types of occupation in which the majority of women are employed. In 1987, 42% of all public service women were in the CR group, and 60% of female public servants were in some administrative support group, (including CR) compared to 8% of men.
- In the remaining more intermediate cohorts, however, no particularly dominant trend is observed. Women out-performed men in some, and the opposite held in others, and in many cases the observed differences were not statistically significant. Over these seven cohorts (AS-3, PM cohorts except PM-1, and ES cohorts),

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[10] *Equivalent annual earnings are the earnings which one would receive if the incumbent worked at the job held as of the end of December for the full-year, full-time. Hence, it is a measure of the pay rate at a point in time, not actual annual earnings. This is an appropriate measure for this work, since it is an indicator of the level achieved by a certain period, and is not affected by changes in jobs during the year, short work absences, or other factors influencing actual annual earnings besides wage rates.*

the average growth in the pay rate was 15% for men and 16% for women.

- For stayers, movement through an 18 level scale of promotions[11] in the public service over the nine years generally reflected the movement in salaries just discussed. In the more junior cohorts (CR, AS-2, PM-1) there were more moves through the levels by men (an average 2.1 moves per person up the scale over the period) than by women, (1.6). In the seven more intermediate cohorts, it was a mixed situation, with few statistically significant differences in the number of moves of men and women (each with an average 1.2 moves per person across all seven cohorts). As with exits, these moves tended to be concentrated in the earlier part of the period.

Thus, women generally exited permanently from the public service at a higher rate than men, but female leavers had lower growth in annual earnings over the period than did female stayers. For stayers in the public service, among the CR and more junior AS and PM cohorts men appeared to move up the ranks faster than women (as indicated by salary growth and level changes), but among other more intermediate cohorts there was little difference.

FINDINGS FOR THE 1982 COHORTS[12]

- Cohorts of men and women in professional (ES, BI, AU) and administrative and foreign services (AS, PM) groups were selected for 1982. This was done in order to examine various aspects of career development during the more recent past (1982 to 1987), since conditions may have changed in the public service since 1978. The CR-4 cohort was added to allow comparisons with a lower paying more junior group which contains very large numbers of women.
- As one would expect, the vast majority of people in the 1982 cohorts were still in the public service by 1987, with relatively few leavers over the 1982 to 1985 period. From 80% to 98% of the cohorts'

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[11] *An 18 level scale based on pay rate was established (based on the work of Jim Plumpton, Treasury Board) and each group and level was mapped onto this scale based on the top salary in that particular group and level in 1986. Using this mapping, when an individual moved from one level to another in the eighteen level scale a move or promotion is said to have occurred.*

[12] *The results from this analysis will not necessarily be the same as that for the 1978 cohorts because a different time period is covered, and the '82 cohort represents the advancement of all people in a particular group and level (say ES-05), whereas the 1978 cohort represents the advancement of a select age group (say 30-34). Since career development is related to age this will influence the results.*

members remained in the public service over the entire period,[13] with little difference between men and women. It is worth noting that this was possibly an atypical period because of the impact of the 1982 recession on the economy and job availability in the private sector, and hence possibly exits from the public service.

- In most cohorts the number of permanent leavers from the 1982 cohorts was relatively small, (between 5% to 9% in most cases) and showed little difference between men and women where the numbers were large enough to make a comparison. And the majority who stayed in the public service were in the same group and level in 1987 as in 1982; from 60% to 70% for most cohorts. Again, there was little difference between men and women in the proportion staying at the same level over this period.
- In the professional and administrative cohorts selected there was little difference between men and women in the growth in average equivalent earnings (pay rate as of year end) over the 1982-87 period. This suggests there was little difference in the rate of advancement. Averaged across all seven professional and administrative cohorts, the growth in pay was 4.2% for women and 3.6% for men.
- Among the CR-4 cohort, male stayers who had an average 1.9% growth in real earnings, appeared to do slightly better than their female counterparts (0% change) during this period. A similar observation was made earlier for the entire 1978-87 period.

FINDINGS FOR THE MANAGEMENT COHORTS OF 1987

- Four cohorts of managers in 1987 were selected, and information on their career movement over the 1978-87 period produced. The four cohorts were: SM ages 30-39, SM ages 40-44, EX-1 ages 30-49, and EX-2 ages 30-49. These cohorts are of interest because they represent the higher end of the occupational scale (as measured by pay) and it is of interest to determine the rate at which men and women are moving into them. The management groups represent a very small proportion of all public servants, however (0.6% of women and 3.5% of men).

Entrants to the Public Service after 1979

- Members of the managerial cohorts who were not in the public service in 1978 and 1979 but entered subsequently are referred to as entrants (as opposed to stayers who were in the public service all ten years). Some of these individuals could have been in the public service prior to 1978, but their absence from it would have had to have been substantial (2 years or more), and it is unlikely their numbers would be large.

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[13] *Note, however, that short spells outside the public service on leave could be missed, as these data refer to employment status as of the end of December.*

- A larger proportion of women than men in the managerial cohorts were entrants since 1978. The (unweighted) average across the four cohorts of the proportion who were entrants was 21% for women, 11% for men. This suggests that recruitment outside the public service — or possibly returns to the public service after more than a two year exit — played a larger role among the cohorts of women who made it into the management category than among their male counterparts. This may also be true for other occupational groups, but the data to determine this were not readily available.
- It is of interest to determine whether the women who entered (or re-entered) the public service in 1980 or later were primarily in paid employment in 1978, or employed in some other activity such as child care, taking advanced education or another activity. To obtain some indirect evidence information on this question, their annual employment earnings in that year were examined. Taking all four cohorts together, a larger share of women (22%) than men (15%) who were outside the public service had little (less than $2,000) or no employment earnings in 1978. Among those who had employment earnings, they were much lower among women than men. The median was $47,000 for men (in 1987 dollars) and $36,000 for women. The bottom 25% of women earned below $14,000, while the corresponding cut-off for males was $32,000. This suggests many women may have had more part-time paid employment and possibly were involved in other activities such as child care before they entered (or re-entered) the public service and rose to management level jobs. Some may also simply have had lower paying full-time jobs.

Managers Who Were in the Public Service All Ten Years

- Stayers[14] greatly outnumbered entrants to management groups in our cohorts. Averaged across the four cohorts, 84% of men and 71% of women who reached the management levels were in the public service all ten years.

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[14] *This means they were in the public service as of the end of each year. Some short absences could have taken place during the year.*

- Among the stayers, a very broad range of occupational groups served as the base for the movement into management, for both men and women. An examination of the groups in which the managers of 1987 were located in 1978 shows that the PM Group stands out for both men and women, as to a lesser degree does the FS and ES groups for men (particularly leading to the EX Group), and the AS and PE groups for women. But even these three groups for each gender still account for a relatively small proportion of all managers (40% average across cohorts unweighted for men, and 50% for women). The remainder were in a wide variety of occupational groups, many with numbers too few to be included.
- The women who had achieved the EX-1 and EX-2 group by 1987 moved through the ranks more quickly than the men of roughly the same age who had achieved the same level. This is indicated by the change in earnings, the number of moves up the 18 level scale, and the number of moves among groups. Among those reaching the SM level, women appear to have moved up slightly faster, but the difference is not great.
- In all four management cohorts, the growth in average equivalent earnings (pay rate as of year end) was higher for women than men who were in the public service all ten years. This means that women started from lower base earnings in 1978 than men and rose to the same SM and EX levels. This was particularly true in the EX categories, where the average growth in equivalent earnings was 41% for women, 26% for men.[15] The difference in growth rate in pay was small in the SM cohorts, and not statistically significant (36% for women, 33% for men).
- The number of moves through the 18 level scale described earlier was also greater for female than male stayers. Across the four cohorts, the average number of moves per person up the scale over the ten years was 3.7 for women, and 2.9 for men.

---

[15] *Some of this difference could have been due to the age differential in the cohorts: women were slightly younger than men and younger persons tend to increase their earnings at a faster rate. The age differences were not great, however, the average age in the four cohorts were: SM 30-39 — men 37.2 and women 36.7; SM 40-44 — 42.0 and 42.0; EX 01 30-49 — 43.0 and 41.8; EX 02 30-39 — 44.0 and 42.3. Regression analysis in which age was controlled still indicated a significant difference in earnings growth between men and women in the EX category. Information on other factors which could account for such differences are not available in this data source.*

In summary, these observations indicate that among the cohorts that had achieved a management position by 1987:

- women were more likely than men to have entered the public service after 1980 (or re-entered after at least a two-year exit);
- a wide range of occupational groups served as the source of 1987 managers, but PM, AS and ES stood out for men, and PM, AS and PE stood out for women; and finally
- among the stayers who achieved a management position, women moved up the ranks faster than men, particularly among those reaching the EX group.

This analysis deals with the **flows** of men and women into the management level, and the rate at which that movement took place. It does not examine changes in the number of men and women in the management category. That is being done elsewhere for the Task Force.

Volume

3

The Report of the
Task Force on Barriers to Women in the Public Service

BENEATH THE VENEER

VOLUME 3

WHAT THE PEOPLE TOLD US

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INTRODUCTION

As outlined in Chapter 1, "What We Did and How We Did It," the Task Force gathered a substantial amount of anecdotal material in the course of its research. The interviews with 70 pioneers and pathfinders alone produced over 2,000 pages of transcripts. Add to this the results of 90 structured interviews, over 50 "exit interviews" with former public servants, 15 case studies, 7,000 written responses to Question 47 of the questionnaire survey and the very high-quality briefs sent from departments, public service unions and other interested parties. Only a small portion of this material could be used in the body of the report itself and it was much too voluminous to publish in its entirety. The problem becomes obvious — how best to use this material?

The agreed solution was to produce a volume of anecdotal material that bore directly on the Task Force's Terms of Reference. Although the material has been edited for the sake of brevity, it has not been "censored" in any way. The results, therefore, represent a wide range of views and do not necessarily reflect the beliefs and opinions of the Task Force. No attempts have been made to verify the facts of any of the situations cited by the contributors.

* * *

Some of these sources were anonymous, others identified themselves to the Task Force but requested that their identity be protected. In such cases, details such as the names of departments have been omitted or are identified in broad terms only. In cases where the sources were not concerned with anonymity the details have been left unchanged.

The original material from which these excerpts have been drawn is lodged with the National Archives of Canada. It is subject to the provisions of the *Privacy Act* and the *Access to Information Act*. The responses to the Questionnaire Survey are subject to the *Statistics Act* and are in the custody of Statistics Canada.

The material in this volume is organized under three main sections.

Extracts from Briefs and Interviews

The material in this section is derived from the pioneer and pathfinder interviews, interviews with former public servants, structured interviews and briefs.

Selected Case Studies

These differ from interviews because those who participated in case studies were asked to agree that former and current colleagues and supervisors be interviewed to provide additional perspective and verify perceptions of events. In addition, case studies review an entire career rather than addressing the specific questions raised in the interviews.

* * *

To identify possible subjects for the case study project the Task Force consulted a number of sources, including the Advisory Committee of Deputy Ministers.

The 15 subjects who eventually agreed to participate represent a broad range of occupational groups and a variety of career patterns. There were 12 women and 3 men chosen from departments of various sizes, many with both headquarters and regional experience. Some of the subjects have stayed in one department for their entire career, others have moved extensively. All of the subjects have at least ten years of federal public service experience (some have also worked in the private sector) and entered at a low or entry level. Some of the subjects have never been promoted, others advanced rapidly, still others have had a more moderate progression.

The interviews were carried out on behalf of the Task Force by Price Waterhouse. The subjects were asked to "talk about" their careers in a very open-ended fashion, then specific areas were followed up in detail. These included concerns faced at key points in their career, specific skills or individuals who facilitated progression, approaches to balancing work and personal life, etc.

Each subject was also asked to identify a number of former colleagues, supervisors, and co-workers from various points in their careers. These individuals were interviewed in a more structured manner, focusing on incidents or issues in the subject's career with which they were familiar. Both subjects and colleagues were asked to provide suggestions to improve the areas under discussion. No attempt has been made to resolve differences of opinion or varying perspectives. Rather, the comments were allowed to speak for themselves.

Four illustrative Case Studies are reproduced in this volume.

Selected Comments from the Questionnaire Survey

Question 47 of the questionnaire survey asked respondents "Do you have any further comments on the advancement of men and women in the federal public service?" Some 7,000 respondents, over 60% of all respondents, chose to write additional views. A cross-section of typical replies, selected by Statistics Canada, is included in this volume.

EXTRACTS FROM
BRIEFS
AND
INTERVIEWS

SECTION 1
Attitudes

(1) STEREOTYPING

If a woman answers the phone it is assumed that she is a secretary.

. . . . .

(There is an assumption that) women aren't able to travel.

. . . . .

(There is a feeling that) women can't handle money. The FI and the Audit categories have few women.

. . . . .

Women don't advance because they aren't ambitious and they think differently than men. If you were married, I think that you would find that men think differently than women.

. . . . .

I took extra training at night which was difficult as I had two small children and was pregnant with my third. With this course in gerontology and my certified nursing assistant experience, I was more than qualified to be a WP-2 Counsellor. I competed and always came second. The men who came first had no more, usually less, training. Coming second meant my name was put on an eligible list, but acting appointments were given to two males instead of myself. I was told by my supervisor that it would be hard for me to travel, having young children, and with winter conditions. I finally put in a grievance and was offered an acting position. The door to a permanent position was not offered. I only received a permanent position by applying to (another office several hours drive away.)

. . . . .

(I was told) if you are not happy, you should spend more time at home with your child.

. . . . .

Women don't advance because they aren't ambitious and they think differently than men.

All officers leaving a post were given gifts except the wife (full-time government employee) of a working couple. It was considered that the gift to the husband "covered" them both as employees.

• • • • •

My job is Informatics Officer. I offer user support for informatics software and computer hardware, as well as administer the office automation system. I am often trying to help one of the men on the floor, but am pushed out of the way or asked ridiculous questions such as "Check the dip switches. Do you know what a dip switch is?" This is my job. I am fully qualified to perform this job and I resent having some man assume that because I am female I don't understand the mechanics of the equipment involved.

• • • • •

I was told by my supervisor that it would be hard for me to travel.

Career-oriented women who remove themselves from the workplace for periods of time to deliver babies and/or nurture infants are obviously putting themselves at a competitive disadvantage with men. This is surely an obvious consideration in promoting a woman of child-bearing years.

(Part-time work) appeals to a lot of married women with families ... All they want is a supplementary income to provide a few luxuries they would otherwise have to live without.

(Women who have been out of the work force raising children) are not career oriented but want as few responsibilities and pressures as possible and are content to earn a nice little supplementary income.

• • • • •

I obtained my diploma in Naval Architecture ... graduating at the top of my class. I went to an interview ... and was interviewed by a panel of four people. I found the vein of questioning and the delivery highly insulting. For example: "Do electronics scare you?" "Do power tools or hand tools scare you?" "Are you afraid to get dirty?" "Would you be offended if (co-workers) swore while you were around and how would you handle it?"

I had spent the previous summer in an electronics shop at the Institute for Marine Dynamics and had run my own test project. Both facts were clearly outlined on my CV.

I learned afterwards from one of my referees that the reason I was turned down was that the supervisor flatly refused to work with a woman.

One of the projects involved working extremely long hours, sometimes around the clock, with no recompense at all. During the course of the job the senior officer commented twice to me that "You should be home having babies, cleaning the kitchen and cooking supper for your husband."

. . . . .

When I was first applying for the job one of the guys asked me if I knew what job I was applying for. I said "Yes, a firefighter." He asked me if I was sure I wanted to apply for it and I answered "Yes, it seems like a good job and I think I am qualified for it." He replied that it wasn't really a woman's type of job, and I said, "Too bad."

. . . . .

I walked in and said, "Hi, I'm here, — let's get started, I want to learn." They took me for a walk around and I could just feel that everybody was waiting for me to start moving furniture and putting drapes up — you know, "women things."

. . . . .

About 15 or 16 years ago there were no women STS-03s. There were women packers and helpers in the warehouse depot, but it was deemed that women couldn't do the job, they couldn't do the lifting, they'd be off two or three days a month.

. . . . .

I was dealing with men like my father, who had been brought up with women having a traditional role. There was resentment and there was "Oh well, let's watch this silly broad fall on her face, because we all know that no woman can do our job." But it was never outright hostile, and at that point I was still in a non-threatening area. I was new, I was a woman, and everybody was standing back and watching every move I made.

. . . . .

In 1972 or 1973 a competition went up that was the first open competition where women could participate. It stated right there "Women can apply." At the time I was a clerk and I really didn't like what I was doing. When I was in the air force I had been on the floor and had been the stores person. So I applied and much to the horror of a lot of the men here, I placed 14th or 15th out of 85. It was almost as if I had taken off all my clothes and marched stark naked around the depot. The reaction that people had was "Oh my God! A woman!" This really rocked this place right down to the foundations.

. . . . .

If you are a woman, management fears that you are going to leave to have a baby and take time off. For seven years I was queried on this during performance appraisals.

. . . . .

If you are not happy, you should spend more time at home with your child.

It is still assumed that women are primarily responsible for child care, and therefore if a woman has children her ability to work overtime, travel, transfer, etc. will be more limited than a man's.

• • • • •

What gets in the way? Ignorance and attitudes of those in a position to influence advancement. For example, some personnel officers believe that secretaries and librarians are interchangeable; they are unaware of the qualifications required to be a librarian. Librarians have a real problem promoting themselves as a professional group — the commonly held perception is that "librarians are clerks who stamp books."

• • • • •

There are different reactions at work between when a man calls in to say he has to stay home with a sick child versus when a woman calls in for the same reason. For the man, the comment is something like: "It is too bad the man's wife cannot stay home with the child" whereas this leave is frowned upon when the woman is absent.

• • • • •

Some managers seem to think that once an individual has been in a clerical position that person cannot be considered for an officer position. The individual is branded. There is a stigma in being identified as a clerk.

• • • • •

Jobs are still stereotyped. Physically demanding jobs are still seen as male, and secretarial/clerical jobs are seen as women's work. The degree to which this applies varies from department to department.

• • • • •

Men consider middle-management jobs to be "male" jobs, and are more likely to appoint other men into acting positions in order to develop them and make them more able to win the competition. Excuses are that women can't do budgets; can't supervise men; can't make tough decisions. That women make emotional decisions.

• • • • •

In some departments women at meetings are still expected to bring coffee, go for photocopies, etc., regardless of the level of their positions.

• • • • •

Another barrier is the way people see you. Because I'm a female manager people expect to see me a certain way. They expect me to act a certain way and when I don't they're confused. I think they expect me to be more permissive. They expect me to be a little more sympathetic. It doesn't mean that I'm not sympathetic, but I do recognize that people have to work 37 hours a week. That's what they're getting paid for.

• • • • •

When I came into the public service, women in management positions were unheard of. Women in non-traditional roles were especially unheard of. I recall working on a program that involved monthly visits to a dairy farm. I remember a woman applying for that job. There was absolute shock that a woman would even want that job. There was a tremendous amount of concern that the diary farmers that she visited would not welcome her because she was a woman. I was in a position that had a bit of influence over decisions like that so I asked questions like, "Why not?" and "What's wrong with this?" Anyway, she was hired and it was quite a surprise to a lot of people. I think we only had one complaint and that was from a dairy farmer who said that a woman's place was not in a dairy barn. So for women who wanted to get into non-traditional jobs there were definitely barriers. But these barriers were attitudes. A lot of the attitude was protectionist. For example, men who felt that they wouldn't want their sister or mother doing that. I'm talking about heavier jobs, particularly in labour.

• • • • •

It was really important for me to get this one position, so I studied and studied. I did very well at the try-outs and a lot of people came up to me afterward and told me that I had done very well. However, it was all males and all economists who ended up getting the positions. So, I swallowed my pride and asked them what I could have done better. I reasoned that I could not have done as good as I thought, or else I would have got it. So, I went up to the Chief of Training, who happened to be a woman, and asked her how I could have done better. She told me that I was magnificent and that I couldn't have done better. But, she said that I was married, I had a small child and therefore I wouldn't be able to travel. They didn't even ask me if I could travel. My mother lived with me at that time and she could look after my child while I was out. But she didn't even ask me.

• • • • •

We'd say, "Well we're looking at the Weapons Technologists and the demands of their jobs..." and they'd say, "Are you here to get women in our trade?" and because I'm a woman, usually the only one, there were always comments like "Are you one of those women's libbers?"

(2) PATRONIZING

(I had a) straight-A Master's degree and at Transport they patted me on the head.

• • • • •

I had a straight-A Master's degree and at Transport they patted me on the head.

Our Regional Chief, for example, usually greets me with a smile and a big "Hello" — but has emphatically stated ... that women shouldn't be doing this kind of work and that he didn't want any female technicians hired. To the Deputy Minister, to whom I was proudly introduced as the only female technician in our outfit, he said "If we could find more like (her), we'd hire a dozen!"

• • • • •

The clerks are called "cutie" or "sweetie."

• • • • •

After I had waited a year to get into a pre-apprenticeship course my apprenticeship counsellor, with whom I had been dealing all along, neglected to tell me that the course start date had changed. When I went in he said, "Oh, gee, I am sorry but that course started two weeks ago." I think it was because he wouldn't take me seriously.

• • • • •

In my first year here, we had an international statistical evening. I was the local organizer of the thing, and to my absolute astonishment I discovered that I had been assigned to arrange the women's program.

• • • • •

I was talking to a grade 7 class and I had one boy who kept saying, "What a joke" or "Women or girls can't be firefighters." I said that I have been doing it for 12 years so I guess girls can be firefighters. He just shrugged his shoulders and, you know, kind of slouched back in his seat. He wasn't going to listen to any of this garbage.

• • • • •

In an interview with External Affairs, I was told "You would make a better wife of an ambassador than an ambassador."

• • • • •

I remember when I started working for the military and people called me "Dear." I don't like to be called "Dear."

• • • • •

Just yesterday I heard one of the 55-year-old men saying, " My girl." "Excuse me" I feel like yelling "Do you have your daughter working here?"

• • • • •

When I started, the attitudes of superiors were somewhat paternalistic. I think to some extent my boss sees me as the one Division Chief who will do what he wants me to do. I will be good, the good girl.

• • • • •

My boss here has been very supportive of me. I think to some extent, I am very often treated like somebody's daughter, you know, not just by my boss, but by the public service in general. "We need to look after you."

• • • • •

I'm sometimes treated like they would treat their wives and I hate to say that because I don't want to diminish the role of their wife or anything, but that's very annoying.

• • • • •

When we were dropped off to do some work the pilot would hang around and not want to leave because he just didn't feel right about leaving two women with just a tent out on a bald hillside at 35 below.

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There's a scientist who's a bit of a mentor. He's older and I consider him to be a friend, but I will do something and he will say, "Good girl." He will ask my opinion on things and doesn't consider me an idiot, but I'm the same age as his daughter and that's the way he treats me.

I'm the same age as his daughter and that's the way he treats me.

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When I hear stories about how women are being pampered, etc., I always say that women are often not given the same tasks as men on the job because the men don't think the women can do them. The women are perfectly willing and able but aren't given the chance. So they are being forcibly pampered.

(3) UNDERVALUING

If you are a secretary or a clerk in the public service you are always seen as that and it's hard to break the barrier. If you go outside of government, employers look at you as a person with capabilities. They look at your performance and your background and they give you a chance.

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Men do not recognize secretarial skills of organizing and managing people and information. They tend to think of secretarial work as typing and filing.

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I did have enough sense to use my first initial on my publications. One scientist showed surprise on finding that I was the author of a certain article and remarked, "Gee, if I'd known that, I wouldn't have read the paper."

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I was the logical person for the job, but I was told: "Sorry, we need a man with experience for that job." The man they put into the job blew it, and three months later I was seconded to it.

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A man had been doing the job previously, then they offered me the job, but at one level lower. I was told that he needed the money because he had a family.

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When I took over the job there had been a man there before me, and he had the title of "director." When I got in there I was told "It's no longer a director's job."

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For about a year I had been told I'd be getting a promotion. After I left, the person who replaced me was a man, and he came in at a higher level than me. You get a pretty clear message from the public service when these things happen.

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Supervisors and managers barely acknowledged that a clerk or steno existed.

As a certified nursing assistant, although low with respect to pay, there were high rewards in giving comfort to the sick. As a clerk, there were quotas — the reward for reaching them was to have them increased. Supervisors and managers barely acknowledged that a clerk or steno existed.

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... men were given grooming opportunities for bigger and better things: women were labelled as support or admin.

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(When it comes to office space), it is left to the support staff to contend with noise, constant people traffic, disruptions and the like within their space, plus the control of files, office supplies, storage, public reception and many more obstacles, all the while staff/managers enjoy offices offering window views, quietness, confidentiality and individual control. This reinforces my belief that women will always be required to overcome obstacles in the workplace as long as managers believe that the classification/salary of the individual determines the space they receive.

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There is a freeze within Transport Canada for hiring support staff. Any number of engineers or technical staff can be hired, but there is not enough support staff to handle the work generated by these people. Of 118 employees (in the division), there are 100 men and 18 women. Seven of these women are involved in the reorganization of the administration section, eight are secretaries with anywhere from 10-25 men to work for, two are clerks and one is a low-level technical inspector.

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If a woman runs into a situation where there is a bias, a prejudice against her, then she is in a really tough spot. She is only going to be seen as an administrative assistant.

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I still meet men in their forties and fifties who are astonished by the level of my capabilities on the job. Some have made it clear their astonishment is because I'm a woman.

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I took the job at the Women's Bureau and it was a very rewarding experience because I was marketing the talents of very qualified, competent women. I was faced with the tokenism of, "We'll take her because we have to." My response? "Look, we're not marketing junk here. This isn't a meat market. This isn't a stale roast. This is an excellent resource."

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Brains are passed out randomly, and 50% of them land up in women's heads. Why would you limit yourself to half of the supply, and take the bottom of that half to fill your positions, when you could have the top of the other half?

Brains are passed out randomly, and 50% of them land up in women's heads.

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I asked my Director at that time if I could have a transfer and he was willing to facilitate it. However, the Regional Director would not agree — he said that because I was a woman neither the unions nor the other directors would take me seriously. I was insulted because I knew that I could do the work, and that the person they had hired was not competent.

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I know damn well that if I were ever to leave and they put a man in here they'd say, "God, we've lost one hell of a resource." But they don't know what they've got until it's gone.

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I have not observed a male colleague having to undergo this same struggle for recognition in the workplace, but I am tired and I don't want to do it anymore.

(4) SCEPTICISM

... female officers are often not accorded the same credibility and respect as their male colleagues.

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Every little chink, every little careless word, is a good reason to say you are less than competent.

I found that as a woman, one had to be even more careful because people, particularly men, sat in judgement to make them feel that they hadn't proven any records.

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As a construction carpenter you go on new jobs all the time and so you are not working with the same crew of people with whom you have built up relationships over a period of time. So every time everybody is going to ask, "Huh, what is she doing here?" "Am I going to have to carry her boards?" "Am I going to have to do her work?" or "What is she after anyway, sex?" Every single time you have to prove yourself. Thankfully that's not hard, but there is that first two-week period where everybody is watching you.

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The way it sounds is: everything I've applied for I've gotten. That's not true. There have been cases of course where I haven't. But when I have gotten them, I've suffered in having to prove myself all over again. Each and every time.

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Women have to prove their excellence over and over as they move from one job to another while men take their credentials with them.

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There's something about women not being able to make it because they are competent. There's a perception that we've only made it because we knew somebody. What do we do about that? I mean, I've had to fight that constantly in my career.

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I see women in responsible positions who want to be perfect. Women tend to feel that they have to do a little bit more and make sure it's perfect. It's because we're expecting to be judged all the time.

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You cannot afford to leave an "i" undotted or a "t" uncrossed because every little chink, every little careless word, written or spoken, is a good reason to say you are less than competent.

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I think I sometimes overdo it, drive my own people crazy with my level of productivity. But if a woman is doing something for the first time, like being deputy minister of this department, people watch for you to trip and they're not tolerant if you do. The pressure is great. If you're male, it's a hot seat, but it's accepted that a woman can't do the job.

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Women do have to work harder. But quite often the expectations of what you can achieve are so low that when you do an outstanding or even reasonable job, people are amazed.

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When I'm looking for a director, I see some very competent scientists, female scientists and I fall into the trap of saying, well, has she ever managed anything before? However, quite often, while women have not managed, they have had to use all the talent you need to be a good manager, but in the role of co-ordinating, establishing and building records. But we tend to look for the practical experience of managing large groups of people. I'm not sure we do the same thing with men.

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It is frankly easier to assign a woman to a job for which she is over-qualified than to persuade a supervisor to accept her in an assignment where she has the qualifications and potential but is unknown or untested in that area of the department's work.

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If you push a female candidate on male managers you're not helping her. You must make sure that the woman is visible and that she has a heavy workload, because a normal workload will not impress anyone.

You must make sure that the woman has a heavy workload, because a normal workload will not impress anyone.

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I've also found that women think that to win a job competition and be promoted to a new job, they must know all about it. Men are different. Men get a new job and then go on to learn what the new job is all about. So the expectations that women create for themselves makes life more difficult for them. Even my best male managers, who I know really want to give women a chance, still have great difficulty. The women they pick for jobs have proven track records — a very, very high ratio of delivery all the time. These are the women who finally are able to make it to the senior levels.

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Lack of supervisory experience really hurts a woman in the executive ranks. Somehow we can see a man with an English degree who has never supervised as an executive, but we can't see a woman the same way. It seems that it is critical for women to have had the actual experience, while we will say of a man "Well, you know, he hasn't supervised anybody, but we know he can."

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The one woman instructor that had been there had been deemed unsuccessful. I said, "What did you base your judgement on?" and they answered "Well she couldn't teach," I said "Had she ever been allowed to teach?" and they said "No, we knew she couldn't teach."

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When I was climbing the totem pole, my biggest problem was that the people I worked for didn't understand me. It wasn't that I am not articulate or I am weird; I would be sitting in a meeting, the only woman, and we would be discussing something. I would put forward a point of view but it would not be heard; a man would present that same point, saying, "As she was saying ...," and then it would become something for the record. When I said it, the person in the chair would not recognize me or hear what I said. I don't know what the hell they saw when they looked at me, really.

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I go to meetings and if I make a statement or something I find it's never taken at face value right off the bat. It has to be discussed 10 or 15 times until one of the men will say about the same thing — all of the sudden it's a great idea.

(5) HOSTILITY

I was told by somebody quite high up that he didn't know why I had got the position because he knew that I couldn't do half the jobs that I would be asked to, and I told him "Well, you'd be surprised at what I can do." He said "Oh well, first time you are out unloading trucks you'll come crying to get changed around." So of course when I was down there I realized that whatever came up no matter how dirty, no matter how icky, I pretty well had to do it and not make any bones about it.

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I did encounter hostility. There was one gentleman who was an STS-3 and of the old school and I went to ask him why he did it this way, and he said, "You are the STS-4, you should know." We had another guy who hated women. He and I butted heads quite often. But after I was in that area for about three or four years, the very person who had said he didn't want me, when he left he asked me if I would go with him. There were times I could tell men were egging me on to see how I would react. I think it helped that they found out that I wasn't scared of taking disciplinary action against a man.

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In 1981 I accepted a position as a technician, because the section head who interviewed me told me that with my qualifications I could advance to the professional level. I worked hard for two years and received good evaluations. I then approached the section head, only to find that things had now changed. He informed me that I now could not expect to move into the professional group without a Ph.D.

I took a two-year leave of absence without pay to return to university, and was promised, in writing, a professional position on my return. I went to university and completed most of my Ph.D. requirements, receiving my degree in 1987.

When I returned to work it was as if I had the plague. Not only did I not receive a professional position, I was screened out of a competition and not allowed to compete.

I continued to work as a technician, and was awarded a postdoctoral fellowship. After much debate, I was given a two-year leave of absence to undertake this project at a sister establishment to that where I worked. In less than 18 months, I put together a lab, a project director and produced two publications. At the end of the two-year period, I was given a satisfactory evaluation but with a poor personal suitability rating, based on malicious, untrue and contrived statements.

When I returned to my technician position, I was then told that due to this evaluation I would have to prove myself once again before I could be considered for a professional position.

For the last eight years I have worked hard to advance myself and followed all of management's suggestions, only to have the rug pulled out from under my feet each time. I am presently at my wit's end with little confidence or self-esteem left.

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Later on I won a competition for an STS-4, and I was due to move up to my new area, and a friend came to me and said "You know, I don't really want to see you go up there because you are getting into a really hostile environment." When I asked him what he meant he said "Well, a statement was made by a certain person quite high up in that work centre that he doesn't want women coming in and messing the place up. You are really going to have a lot of hostility." And I said, "Well, it's too late now, I got the job I want." There were two men — one that would be my equal and one that would be my boss — who did not want me.

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Before I came, they said, "There is a woman coming from Western Region." "You know bloody well she's a pilot." "Yeah, I know. I hear she's a real bitch."

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I started to encounter major hostility from co-workers when I started to try and advance. When I tried for an STS-4, which is first-level supervisory in the warehouse, I did very well for a first-timer, I think I placed third or fourth on the list. There was an appeal launched against me by one of my co-workers. What it boiled down to was a woman could not possibly be intelligent enough to do this, she must have cheated. At the appeal board, a lot of things came up, and I was quite angry and I said "If I were a man this appeal would have never been launched." You should have seen the backpeddling by the lawyer of the guy that appealed. "No, no, we never said that." I said, "Yes, you did. You didn't say it in words, but it is there."

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Men are not accustomed to being threatened by women in a professional sense.

One guy in the Yukon got me mad. He wanted to know what the hell I thought I was trying to prove, that this isn't fun up here, this isn't summer camp, this is dangerous stuff. He was a weird macho guy; if a woman could do it, it became less dramatic.

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There are barriers that come from the attitudes of your colleagues. If you are a competitive woman you will have one of two responses. Some male colleagues are very enthusiastic and think this is rather fun and you are treated like one of the guys. Others regard you as an undue threat.

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(I was told) "everyone in the office is afraid of you: go to the private sector where your competence, energy and motivation can be better used."

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Male supervisors are more threatened by women than female supervisors. Men are used to being threatened by other men and they have the locker-room experience to deal with this. However, they are not accustomed to being threatened by women in a professional sense.

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The old boys' club exists. That is, men support each other as mentors. Many women who entered the service in recent years have a much higher educational level than some of their co-workers who have years in the service, yet we are viewed with contempt, and as a threat by our male counterparts.

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Other public servants' attitudes towards you can be a problem. If you are female, unusual, entrepreneurial, and a "yes" response person, then you may encounter resistance. There is an attitude that "if we must have women, then let's have someone who isn't noisy or in an important department." There are three waves of male resistance — the older Old Boys' Club; the contemporary movers who view women as competition; and the future wave of neo-conservative university graduates. The resistance is continuous.

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The greatest obstacle to promotion is people; insecure men who can't cope with positiveness and energy. It drives them crazy. Fortunately I haven't run into too many of them. This is especially troublesome when one boss leaves and another comes. If he is threatened, you need to leave as he can kill you by undermining you in front of your staff, poor appraisals, etc. This situation is always scary. Another barrier for women is sexuality. Women are kidding themselves if they think it is not there. I had a boss who was wonderful; we would chat away; then after a year he made a pass. I left because it added a dimension to the work environment that was difficult to deal with.

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Because I work in a male dominated field, the problems have to do with gender: attitudes of males. They ask: "What are we going to do with you? Are you going to be a member of the boys' club or are you going to be yourself?" Then there are the rumours: "We know how she got there." Some men (insecure ones) are very threatened by competent women working for them.

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The management style in my department is largely hypocritical in that the spoken word is different from what actually happens. The management style of men toward women is strange. Men don't know how to deal with women. They come on to women managers, patronize them, feel uncomfortable or clam up. Very few act in a normal way. There's a lot more of this type of behaviour from men than I expected, especially at the executive level, more so than at the SM level. Strong men do not know how to deal with strong women. Senior managers in general have problems with people close to them in their hierarchy as opposed to having no problems with their subordinates.

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My new supervisor's attitudes to women were out of the Ark.

When my boss was transferred, my new supervisor's attitudes to women were out of the Ark. In his first conversation with me he asked me when I was moving back to Ottawa. I knew then that I should look for another job. When appointed, this man inherited the highest percentage of female managers and supervisors in departmental regional offices across Canada. They have all left for other jobs. Fortunately, this is the only time in my 20+ years in the public service that I have had an experience of this type.

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On one woman's first day on the job one of her colleagues came into her office and without introducing himself, said "I don't care for women in this business" and walked out. Needless to say, the rest of the team were more welcoming.

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It was not the usual situation where a woman has to be twice as good. This woman was three times as good as the other candidates. Nevertheless, some of the senior male scientists sought to undercut her qualifications. Finally I had to assert my influence on the staffing decision. I realize that I will have to be very careful to "bring her into the fold" so that the diehards do not exclude her from the informal network. I'm confident that the younger scientists, at least, will accept her expertise in a demanding area.

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The directorate that I worked in had about 130 employees and when there was a full management meeting (about 30 of us) I would be the only woman. There wasn't another female manager. When the DG first announced that I would be working there, the reaction was like, "Oh Jesus, that'll be difficult to manage" and "I'm not working for any goddamn female, that's just not gonna work, forget it." So, at first they were very nervous and stiff with me.

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Men on the whole, even if they liked you, would still decide that their bread was buttered on the other side. They had no interest in equality at all when it came down to a choice. However, if they were not involved in something competitive then their attitude was very supportive.

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I'm an acting supervisor now. I supervise the same men who were working with me before. Only two of the original group is still with me; the others all left. At first there was a lot of hard feeling, they didn't want to talk to me or associate with me. One of the guys said that he would never take orders from a woman boss. But they did what they were told, though they might have a sarcastic remark.

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The most difficult problem I face as a manager is managing a couple of men in the organization, who really don't want to be managed by a woman. It causes me untold, undue stress.

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As soon as you step out into supervisory capacities the attitude changes completely. They don't want to accept you in that role.

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I was the boss of the field crew and the only problem was one fellow who was older. He had his forestry diploma and was a carpenter by trade. He didn't like taking orders from a woman.

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If two female officers are discussing a problem in the corridor, as frequently happens, males who pass often cannot resist making a comment about this, as if they suspect a conspiracy.

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I get sort of an underlying feeling of support but then I also sometimes feel that they resent me. You know, they must think that it must be nice to get all of this time off (maternity leave). There is someone else at work that has taken a lot of sick time off with a bad back and a bad knee and a bunch of other stuff. I am being likened to him and I don't like that at all because as far as I am concerned somebody who is taking advantage of the system is not like someone who is taking what is in place for working mothers.

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Since I came back from maternity leave there have been some negative feelings, you know, snide comments about how nice it is to have me back at work after all that time off.

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But the anti-female ones ... some of them said they had no objection to a woman being appointed if the Prime Minister wanted to make such a gesture but why did they have to be the victims of this.

(6) WOMEN'S OWN ATTITUDES

There are definitely cases in which a woman has somehow managed to prevent another woman from advancing and gaining knowledge to further her goals and ambitions.

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(When I first entered the work force) I was the outcast as far as women were concerned. In fact, I was right royally snubbed because I had gone out of my home to take a job.

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I was in my office talking to my Director when a staff member walked by with her toddler. She was unable to leave her child with day-care and so she had to bring her to work with her. The Director I was talking to thought this was ridiculous. I was horrified by her attitude, especially as she came from the Status of Women. She had enough money to pay for a good day-care centre, but this woman was a single parent on an IS-3 salary and was having a hard time paying for day-care.

I was right royally snubbed because I had gone out of my home to take a job.

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Some others seem to feel that it's more appropriate not to help women. They may even disparage their female colleagues, perhaps to deny their membership in their sex and enhance their self-perception of having "made it" solely by their own efforts.

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Women, for instance, through their upbringing and culture, tend on the whole to be more modest than many of their male colleagues about their achievements. They tend to be overly modest in reporting their accomplishments, or at least, less prone to exaggerate. More seriously, in the cases where officers write part or all of their own appraisals, (an all too frequent occurrence), women tend to under-rate themselves.

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A woman's greatest barrier is lack of confidence in herself. We are new to the work force, and our role models are our mothers. We weren't groomed for the idea that we might be a plumber or a brain surgeon. When I look for a role model, there isn't one. I am on my own. When my daughter looks at her mother and her father she sees both bring home the bacon. She doesn't have any preconceived notions about what she should or should not do. The problem that most women have is they don't have clear, defined role models on how to behave.

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Women being interviewed want to emphasize what they have done before because they are not at all comfortable in selling themselves.

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How you get one assignment from the next has a lot to do with how you sell yourself and how you make yourself known. I think women find it difficult to pull the strings.

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My male colleagues are not necessarily aggressive but they know they are doing well and they feel confident when they speak to senior management. When they speak with authority it inspires confidence. Sometimes I think that women lack this self-confidence. They tend to be more respectful of the line of authority. I remember I was quite respectful of the line of authority when I started. I think men taught themselves better than women.

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The senior level of the public service is really a political world. It's a political battle and you have to be an inside player to get around. Information is gold; information is power. If you want to play the game successfully you must be an insider. Perhaps it is easier for a man to be an insider. I think women are naturally outsiders, so it is more difficult to become an insider, to be part of a network. I think women tend to be a little more shy. I can see that some women find it difficult to enter this inner circle. There is the perception that they are not wanted. And certainly men are not going out of their way to bring women in.

I make clocks at home but I don't have any skills.

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Women don't have the confidence, personal confidence, that they can do the work. This one woman said, "Well, I make clocks at home but I don't have any skills." We see what we do as a hobby or something else! Not as an employable skill. So I think in terms of personal barriers, you know, like socialization or a lack of self-esteem or self-confidence.

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You always seem to be able to get around if you are visible and assertive, but there are very competent women who don't have that kind of personality, who just can't advertise themselves ... You really have to do that in the Government, because the results of your work are not immediately apparent, and the programs carry on for years. In our branch, individuals tend to work alone, so it's quite possible that only one other person, who may be someplace else, really knows the extent of what you do.

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I don't think I'd be where I am today if I had sat back in the woods. Women themselves have to be a little more assertive and they have to prove themselves.

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SECTION 2

Corporate Culture

I cannot see myself on this fishing trip with 14 men.

(1) OLD BOYS' NETWORK

(Told by her manager, when refused an acting appointment in favour of an older but less experienced man) "After all, us older fellows must stick together and look after each other."

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Guys feel more socially at ease with guys ... Men enjoy having me work on special projects because I am capable, but they won't hire me because they can't relate to me on a day-to-day basis.

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I cannot network through golf tournaments, I don't play golf. And I know that a lot of business is done that way — that has hampered me. But I recognize that I don't want to play golf!

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The fact is that when the guys go for lunch things get done and a lot of friendships get made. Women don't have that sort of networking.

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My male staff here all play ball together. They have a poker club every month! Only guys! And I've told them that I was going to play with them. But it's been kind of a joke: "Oh well, sure, come!" but it would be hell if I showed up. They'd faint!

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I'm on a board of directors and they always have a fishing trip the weekend before the annual meeting. I cannot see myself on this fishing trip with 14 men. But, somewhere over the course of this fishing trip they are going to be talking about the annual meeting and the strategies to approach various things.

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Gender harassment — making fun of women — does make women uncomfortable. I don't know if you call it harassment or not, it depends on the man. Sometimes when you're in a meeting with other men you get the distinct impression that you're putting a lid on any fun that they might have. You feel you're putting a damper on everything. Also, there are the discussions that take place after hours, at the bars. If there is a bunch of guys and only one woman, you don't go most of the time.

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I never tried to be one of the boys. I didn't like the tough talk; I felt that if I stayed in my corner they couldn't bring me down to their level. I know men talk like that; even my husband talks like that, but not at home.

If there is a bunch of guys and only one woman, you don't go most of the time.

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(Re a teacher who didn't try to stop on-going harassment) He wanted to be one of the guys, he wanted to be liked by the guys in the class and so the wolf-pack mentality was allowed to pervade the situation. He allowed it because he really didn't know how else to handle it.

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Another time I was nominated for a management course. No woman had ever gone on this course. They told me that I could not go because they did not have separate washroom facilities and they didn't think it would work. So, my director, who was a tremendous guy, shouted and screamed at them and I shouted and screamed. They responded by saying that the men on the course could not really talk, the way men like to talk, if a woman was there. If I was there it would affect the kind of language they like to use. Finally I was told that I could go. But I could not stay in the residence; I had to commute to the course every day. But when it came time for me to get the money for commuting they would not pay for it. They told me that I would have to prove that it was necessary for me to commute every day. They make me commute and I have to prove it. They would not try that kind of stuff with a man.

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During the time I spent as an assistant controller learning the ropes I was accepted. When other women started coming they were strangers and all of a sudden they were not as accepted. It was funny because Transport Canada did a study because they were having difficulty attracting women into this field because the rumor was that things were bad for them. Transport went around the country and asked controllers how they felt about having female controllers on board and the general opinion at the time was that women didn't belong. It was a man's job. Then they would quote my name and those being interviewed would say, "Oh her? She's different." You see you had to be one of the boys. I was lucky! I was the one that got accepted here.

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I have never had a boss whose wife worked outside the home. Men's homes are controlled by women and the nature of his home environment controls whether a man comes to work belligerent or very happy. I wish my bosses had been married to women who worked at least part-time; they would have brought that to their homes. I have always been the one that had to bend, had to find a way of working within this situation. If the people at the top could be more aware, more of us would have made it up the ladder. Not everybody can be slapped on the face repeatedly and still keep coming back for more.

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The first thing the Government did was to take their documentation and change it to his/her, he/she, but meanwhile it's still a male world. There's always that little thing in there that's hidden that you a woman can identify and if you were going to stop them and tap them on the shoulder they'd say "You're crazy, you're exaggerating, you're one of those feminists who is trying to push women ahead." It's always there.

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I had a lot of good competent women scientists here, but they were all on contract. Male managers were telling me that women scientists just do not exist, that the talent is just not there. I discovered that I have 12 women scientists that have been working here on contract for two or three years and have been assessed as Fully Satisfactory or Superior. Once we discovered that, we made a submission to the Public Service Commission and we were able to get special permission to appoint these women to indeterminate positions.

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Everyday I have some sense that it is somehow more difficult or there's more discrimination for women. I really believe that it exists and it exists in a pervasive way. I think it's deeply rooted in the corporate culture of government and in this department. For example, a few weeks ago my ADM made deprecating comments about two women with whom he was having debates on policy matters. When he talked about these women he dealt with them as personality problems. That's discrimination.

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Not everybody can be slapped on the face repeatedly and still keep coming back for more.

When you have ten men and one woman, a lot of men hiring don't want the woman because they're afraid that they're not going to be perceived as one of the boys.

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I've heard women say that they were appointed deputy minister because the men who made the decision needed women's names at the top, and put them in departments where they couldn't do too much damage when they failed. These male decision-makers are always surprised when women succeed as managers. When really important issues have to be settled, it's men's work.

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The idea is not that women should network among themselves, but rather that women have to build networks which include men, because the world we live and move in is still a male world. So most of my networks are not female. Because of my personal commitment and my own interests, I maintain contact with women at my own level, and try to keep track of what's happening to women in the public service and in business. But that is not the way I get decisions made. My decisions are made largely through my male networks. It's really unusual for a woman friend to be in my professional network where she and I make decisions, because the power structure is still largely male.

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I think women are far more flexible and democratic than men. We tend to measure output rather than whether you checked in at 8:00 and left at 5:00. As a manager I hope that I do this as much as I can. I don't watch the clock, but I do measure output. If I want a report by a certain time, I want the report. It doesn't matter if the employee leaves early and works at home, as long as I get the report. But I'm not sure men are ready for that. I think men are afraid that we might break down the structure of things.

I think men are afraid that we might break down the structure of things.

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Historically rules and regulations were designed, composed and written by men. Never did they think that there might be a different viewpoint, another side of things. Women bring something very different, culturally very different, as we should. There's no humanity in the way things are now; rules and regulations have to have a human component.

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How does a woman operate in this system? Does the system have to be changed? It probably can't be changed. Therefore, a great deal of thought has to be given as to how the woman is prepared for this, because I don't think that women think in the same way as men. If she does think in the same way, she tends to become a little too masculine in her approach. This is why you really must have women in positions of responsibility in the public service. They are there not only because of their knowledge, but because of the way they deal with people and deal with problems. And you don't want to kill that by turning them into little artificial men.

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Of course my view of the world and that of my male colleagues is different, as it should be. I mean, that's why we all complement each other. It's so rich to have diverse views, regardless of language, race, origin, gender, whatever. I don't believe that this has been nurtured in the public service. The dominant model has been a military one which has been very successful! It's male. Very hierarchical. And paternalistic in the sense, "If you do what you're told I will look after you." Women work much better in a collegial atmosphere, teamwork. I think men have difficulty working in that model.

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Getting women into tough jobs is like turning the Queen Mary around on a pin. It takes a while to get it to budge, but once it starts to move, there is no stopping it.

Getting women into tough jobs is like turning the Queen Mary around on a pin.

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I recognize that there are women in lower-level positions than they should be. I attribute this to the attitude, on the part of some men (and men still make most of the choices) that they just would rather work with a man. I believe that some men still have difficulty dealing with women in the workplace. I know of one woman who was not recognized by her department (she "hit the glass ceiling"). Her reaction was to leave the public service. The department is only now waking up to the fact that a major female role model is leaving.

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They just don't understand the pain of being harassed or of trying to survive in their system.

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I wish one of the men in my workplace could be in my position as a woman for one week so that he could see how it feels. I've been totally excluded from the social aspects of my office because I am the only female professional. I've seen men being recognized and promoted over me and I've had my professional judgement questioned on a matter which I felt well qualified to deal with.

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I do not believe that the section to which I belong is aware of this situation (bias towards women) in a conscious sense, but the subliminal message is a powerful one. Because it is so ingrained and so undefined, it is a very difficult situation to be aware of, let alone fight against. I could not accuse the section of being malicious in its intent for I do not believe that to be the case. Rather, it is just following the usual power structure....of there being greater rewards for men than for women. For the most part, I think that the women who work here are glad to be on the playing field and have not yet begun to question whether the game is so heavily weighted that there is little hope of us ever being on the winning team.

(2) MILITARY/RCMP/CSIS INFLUENCE

The military create a closed shop for advancement from the writing of the job description right through the hiring process.

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There is a mind-set of ex-military officers (caused because) very few wives of military personnel are able to establish careers of their own. In addition, almost all of the colleagues and superiors of military men are other men. These two create a pattern that prevents them from seeing women as equals in the business world.

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Middle-level management is just chock-full of ex-military — it's like a solid wall mentality that anyone who is not military can't get through. If I had trouble with these guys, I imagine that a lot of women have difficulty breaking past this private gentlemen's club. I know how to get along with military guys. I've worked with them and they are people too, nice people, but do they deserve that extra advantage of the second career of being parachuted into jobs they really don't know? They're not good public servants, they are just good bureaucrats.

I imagine that a lot of women have difficulty breaking past this private gentlemen's club.

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... managers seem to see nothing wrong with bringing in retirees from DND who completed their technical training over 20 years ago and haven't really used it much for the past ten years. These newcomers are brought in as PG-4s with no knowledge of procurement. They are assigned Purchasing Assistants who are expected to teach these men all they need to know so they can qualify for PG-5 positions.

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The RCMP view women as wives and mothers. (She has been told her) work "is something to do until you marry and have children." There is a belief that women do clerical work because they enjoy it and are good at it.

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Anytime a position has any responsibility or is anything more than "run-of-the-mill" it is held by a regular member of the RCMP... This applies to positions that do not require policing experience. This takes away opportunities for advancement, and the member transferred into the position is trained by a female public servant being paid half his wages.

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The RCMP appear to believe that public servants have jobs, not careers; because we are women, the jobs are secondary income and therefore not of great consequence. This was again brought home to me recently when I was reminded that I was, after all, just a clerk.

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They're not good public servants, they are just good bureaucrats.

When I ask my boss for lunch his expression is "What's wrong, do you wanna talk about it right now?" Then he sits on the edge waiting for the shoe to fall. "There's really nothing you want to talk about?" "No, just lunch." They're still not comfortable and it's hard to blame them, I mean it's the type of environment they came out of, military; they're more comfortable with the "boys."

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When I went to Citizenship and Immigration I had a very difficult deputy. He was a typical military man. If it wasn't in the book he didn't do it. We wasted a lot of time arguing, which annoyed me.

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It seems to me that until the structural underpinning of the federal civil service, involving such authoritarian, often centralized decision-making is changed, there is little room, nor advantage, for women to progress in the federal civil service.

(3) SEXIST LANGUAGE

The Treasury Board and the Public Service Alliance are still negotiating contracts in which all employees are automatically referred to as "he," the only exception being when the employee is being described as pregnant. The legal profession seems to have a lot of trouble admitting that two sexes exist when writing legal documents. Acts of Parliament are a case in point.

(4) DOUBLE STANDARD

(For a woman) assertiveness translates to "interpersonal problems" on appraisals: a man becomes a high flyer with a meteoric career.

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A woman who works in personnel came to me very upset. She said that she had been sitting in on employee appraisals and she noticed that every time they came to a woman they said that the woman was either too docile or too aggressive. She said that she had seen some of these women work and they are tremendously smart, there's nothing wrong with them. But, this is how they were rating these women all throughout the appraisals.

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Because my husband is a lawyer, I have been asked why I am holding down a job that belongs to someone else. No one asks men what their wives do for a living.

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I think women are discouraged from selling themselves. You know we hear about the aggressive woman, the bitchy woman, the forward woman, the castrating woman, etc., so women are socialized not to be that way. You tend to take a lot of this unwarranted criticism to heart. There is an enormous double standard when it comes to how men and women are judged. Women are judged much more harshly.

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Women should be considered as poor performers if they are not competent, not as a symbol that all women are unready to seek the heights.

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I don't really see why education should make more of a difference to women than to men.

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So I came into the labour shop. We had two older gentlemen here. They thought that women should be barefoot and pregnant and in the kitchen. No matter what I did, it was never good enough. It was all right if the men didn't do half the job, but they had to complain about somebody, and it was me. Women are always noticed. I didn't really care. I just did my work, and people knew that I was doing my work. My boss knew that I could always be found on the spot so he never said anything, but the older fellows kept an eye out to see where I was.

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If you show what you know you get branded pushy, aggressive, "Oh, another member of the National Advisory Council on the Status of Women on the loose" — that kind of thing.

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When I am interviewing for functional management or line management jobs what comes across most often is that we think of management as administrative implementation and if a woman thinks that way she is perceived as having a lack of leadership skills. If a man thinks that way, but uses a few leadership words throughout his interview, chances are he will be considered trainable. But because we still aren't used to thinking of women as leaders they are not inclined to be generous if a woman isn't aggressively a leader.

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Most of the barriers I have encountered have related to individual managerial attitudes and lack of long-range planning rather than systemic barriers. In many ways these are the hardest barriers to overcome because they are niggardly and petty; thus, if one speaks out against them, one is considered thin-skinned or overly sensitive. I wish it were simpler to eradicate these attitudinal barriers; for many of them and for the individuals involved, training is just not enough. The underlying cultural perception of women in the work force as either not as competent as their male counterparts or as overly aggressive will not disappear in even one or two generations.

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When a man gets posted overseas, they think about the woman's job, but they really don't work very hard at it. Whereas if a woman gets posted abroad, they're going to find a job for that guy, her husband. You know, this is quite frequent.

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In our branch we've noticed that men are hesitant to move and sometimes they refuse to be transferred, but when there's a woman who is married the possibility of a transfer isn't even considered. Things are evolving though. They're starting to realize that you let people make their own decisions.

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A lot of times I find that being a woman in the warehouse and in the position I have I would be able to get to the root of a personal problem that was getting in the way of work performance. There doesn't seem to be as much shame in telling a woman that you have a problem at home, so that helped once they got over the fact that I was female and more or less one of the boys, and that I didn't get all excited if they told me a dirty joke or swore.

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If men are competitive it is a plus; if women are competitive it is considered a negative trait. It is hard to get it right.

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If men are competitive it is a plus; if women are competitive it is considered a negative trait. It is hard to get it right.

Women have difficulty in management style. If they use an aggressive approach, they are "bitches." If they use a softer approach they are "weak." Each approach is seen positively in a man, either as results-oriented or consultative.

(5) NARROW BAND OF ACCEPTANCE

You have to make sure that you behave in an acceptable manner by a man's standards. We are still in a male-dominated era. In the traditional female roles there is a different behaviour.

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You have to be ambitious but you cannot be too overt about it. You cannot be seen to be ambitious.

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Once when I was turned down for a job I went to the director general and asked him why. He said that he had heard all kinds of good things about me, but he didn't like the way I looked. He said, "You know, I really have to be very honest" and I loved him for that — I mean I hated him for his decision, but he was honest with me. He said, "Your blonde hair, your looks — I was just scared away. I don't think that the package is there."

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I have had male colleagues who have treated me with disdain because I am a woman. Some of the senior employees have been around here for a long time and they just don't want women around. There is some ugliness. For example, I was accused of going to bed with my boss. I had a lot in common with my boss and we would go for walks and out for lunch and this was misconstrued into an affair. We discussed how to handle this situation and I finally decided that I would not change my behaviour.

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A narrow band of acceptable behaviour exists for women in senior positions. Women are not clear what is expected of them in such jobs; how to integrate themselves. Such women are expected to be not too feminine, but not too aggressive.

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A lot of the barriers I have observed are attitudinal. Some of them are defences and habitual: a lot of them are subconscious. I have observed that you can talk to some of the older men in the system about their daughters, but if you talk about women's issues in abstract terms then they won't understand you.

(6) BATTERING

Our intelligence is insulted by management and our negative experiences laughed at or ridiculed by the men who work in the branch.

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I have received comments such as "Why should I listen to you? You aren't an engineer. You're just a stupid woman."

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The discrimination I experienced in my first year in Ottawa in the Canadian foreign service was manageable.... things like having a male manager tell me to get my hair cut.... From time to time I was asked if I was gay or otherwise hated men.

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The day following the death of my father, the only remark that this supervisor made was that he supposed that we wouldn't get our marketing plan in on time since I would have to leave to attend my father's funeral.

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One of the instructors used to stand up and tell penis envy jokes the first thing every morning. And some of my colleagues in the course were absolutely appalled. And I mean, I have a good sense of humor, but that is just a put down.

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Three weeks after my supervisor's arrival, when I was working overtime on a Saturday morning, he entered my office and told me that personnel had warned him about me. I asked him what that meant and he said he had simply been warned.

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There was a case where a woman went through legal channels to right a wrong! and won! But what it did to her mentally, you can't describe it. She got to the point where she herself doubted her own capability. She had to take a demotion and take a job somewhere else. She's happy now, but imagine having to go through that.

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I am a journeyman landscape gardener, have an associate diploma in horticulture from university and 14 years of experience. When I was in the process of divorcing my husband and very unsure of my future, my boss used to remark that if he was my husband he would "Beat me black and blue." He blamed me constantly, in front of others, every day, for things he knew I had no control over. He said that I would be too weak for the hard work, that women just wanted a man's wage for doing half the work. I grieved this personal harassment and got letters

Why should I listen to you? You aren't an engineer. You're just a stupid woman.

of support and witnesses to his behaviour. I did win, at second level ... but even then it was because of his known habit of drinking on the job and his bad management record. All the people I talked to (except the union) minimized his habits. They intimated that it was my fault ... that perhaps he was joking.

After he received a letter of reprimand, he tried to transfer me, as he had threatened, as punishment. He was upheld in this by two levels of management as his "Right to manage," before the assistant supervisor (a woman) put a stop to it.

This summer, he has either left me alone or treated me with respect, but I feel that as retribution, he and management have decided never to promote me. When I asked why I was not considered for an acting position, everyone looked surprised and murmured something about "Personality conflict."... It seems obvious that my boss abuses his position ... but he is allowed to do these things because it is O.K. by his superiors. Women should be given more than just words when it comes to men like this.

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At one time I got access to my file. It was quite devastating to go through it. I discovered things like instructions telling certain people that they shouldn't be afraid of me. There was also a comment that said that at the end of my term they should offer me a position that I would not accept. In other words, they played games with me.

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Those people who either hated me because I was female or were threatened because I was going to make changes acted in a variety of ways. I mean they sent brown paper envelopes to MPs, they tried to arouse scandals, they tried to destroy me.

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Once we were having a meeting in my office, with lawyers from the department. I was expressing my opinion about an issue, when I turned around and saw this lawyer making fun of me, ridiculing me, behind my back. I just glared at him and he knew that I saw him making signs to the effect that I was a little crazy. That's a terrible situation, to have a staff member making jokes behind your back.

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I think that sexual harassment is easier to deal with than what I call mental harassment. If your boss has a wrong idea about you, you don't know what he is thinking because he is not conscious of the fact that he has judged you. You know sexual harassment when it happens, it is unmistakable behaviour and you can let him have it there and then. But this other thing, how do you deal with it?

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I talked to a secretary about her boss. She is a good secretary, but he refuses to get organized or let her organize him, and loses things and claims he never had them. She finally questioned her own ability, unsure if she had actually taken stuff in to him; her ego had been slowly eaten away. I think that is much more worrisome, and I see far too much of it. They can't get at you in obvious ways because of the human rights laws and merit review, but they can certainly make you feel worthless.

The harasser is doing quite well... All of us are considered as problems, not the harasser.

(7) HARASSMENT

When I first started working as a clerk, I was the only female in that office. I believed that the looks, comments, treatment were what every woman had to put up with. I would blush, ignore and avoid certain co-workers. I was told that the woman in the position before me quit in the middle of the day, crying. The comments were that she had no sense of humor.

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My superior would ask me out at least once a week. As my tolerance level became thin, I made my position clearer, but "NO" was not the response he expected. His affection soon turned to personal harassment, although he stated I knew exactly how things could be better. After several years, I was no longer alone, so several of us put in a complaint to the PSC. It is two years later and our complaint is still not settled. The harasser is doing quite well — supervising and acting in the manager's position. I moved (a five-hour drive from my husband and children). Others involved have resigned, transferred or remained there in frustration. All of us are considered as problems, not the harasser.

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The real problem is not that one man exists who upsets so many women, but that all of us went quietly to management and to personnel, but all of us were hushed, or told something would be done, or told we were trying to cause trouble in a nice office environment.

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(While travelling, my boss) dragged me around, showed me off and tried to imply that we were sleeping together.... He created work to ensure that I could not see other friends while travelling, and generally treated me as his property.

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I was harassed by one gentleman so much that I had to go see his manager (also mine) and tell him that unless he did something about the situation, I would have to file a grievance. They talked to him, made him apologize to me, but I am the one who received a poor evaluation and was told that I don't interact well with others and have a bad attitude. The gentleman in question received a glowing evaluation.

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Management allows the harassment (of whole sections) to continue.

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Julie was sexually harassed by one of her colleagues. She asked her supervisor for assistance. In an extremely embarrassed fashion, he advised her that she would have to face up to the situation alone and let her know that he would close his eyes if she resorted to violence to defend herself. After a particularly intolerable incident, to which there were witnesses, she confronted the individual. This was very difficult for her, especially because he started to cry. However, he did apologize and the harassment stopped.

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Women in senior levels are more likely to insist that something be done about sexual harassment. Harassers continue to get away with it, though; either it's covered up or the woman is convinced to quit bugging the managers, or they move her someplace. In too many cases, the guy keeps working and the woman loses her job.

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My signed metal Frederickson framing square had been twisted into a (gnarled) knot, dumped on my desk and "CUNT" had been written in big letters on my desk.

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After three years of studying without coming across any (attitude) problems I walked into the fourth-year classroom and on the back wall, I mean we are talking 1981 and I expected more than that, were three "crotch-shot" poster-sized pictures of women. I went to the back to the wall and took the pictures down because by then I had learned that I had something to teach those guys.

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I spent six months in probably the worst hell of my life while studying with 15 young men, 18 to 24 most of them, who had all gone north to prove their manhood by trying to get rid of the women who were in the class. I was the first woman to go through any trades training at that school and I was told constantly about the one that didn't make it. Everyday there would be tits on the blackboard, signs on the tool room door or other stuff.

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SECTION 3

The System

(1) STAFFING SYSTEMS

(A) Management Resource Information System
MRIS is supposed to be a vehicle for identifying candidates. As we are never aware that we have been pulled off MRIS and rejected, we have no means to reverse the decision and put forward our particular qualities related to the job in question.

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For the past three years I have been seconded to the Department of External Affairs as an FS-2 (SM minus 1 level) from my position at another department as an ES-4 (SM minus 3 level).... Judging that my next logical career move would be to the SM level, I approached the PSC and asked to be included in the MRIS. Since my substantive level is ES-4, this has been denied. An individual cannot be denied the right to enter a public service competition on the basis of salary; however, that right can be denied on the basis of level and classification, which are closely tied to salary.

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A major obstacle to advancement in the PS is the combination of recruitment, personnel practices and job posting procedures. MRIS doesn't work. My name hasn't come up once in seven years. Either I am not useful to anyone or the system doesn't work. I prefer the latter interpretation. Jobs are posted on a clipboard located in the corridor of the personnel office. There is no privacy, nor can you peruse the posting at your leisure. Also, they are late. Thus it is not easy to become aware of job opportunities or to take advantage of them. The provincial government publishes a newspaper called "Job Mart" which posts all job openings weekly and is distributed to the desks of all employees.

The kind of discrimination which concerns me is ... the invisibility of women in the informal selection process.

(B) The Informal System Excludes Women

The kind of discrimination which concerns me is ... the invisibility of women in the informal selection process which identifies officers with potential and grooms them for the future.

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If a woman's qualifications are not quite right, she is likely to be screened out. They don't screen out the men, but they do screen out the women.

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If I had been male I would have been in one of the two top positions...So I followed the exit strategy.

I have very often heard people say that it was the male on their team to whom the developmental and training opportunities were given. In one case a young man was given all the interesting assignments and developmental opportunities despite the fact that there was a woman who had been there for years, knew the place inside and out and was very capable. I have no trouble believing that this is a very widespread phenomenon. Any training I've received has been on my own instigation.

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A good number of my male colleagues have in fact been given active boosts to their careers by being staffed by personnel into high-profile jobs, often as underfills, and working for high-profile supervisors. Not surprisingly, they have done considerably better in terms of appraisals and promotions, not just because they are able officers but because they have been given the training and monitoring to make them even more effective.

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... if you wanted to move and be a high flyer, either the Treasury Board or Finance was it and ... if you look at Stats Canada you see a lot of women, not right at the top but a lot of women statisticians and economists, highly qualified. So there wasn't a shortage, there were not a lot of qualified women but it wasn't as though they didn't exist. How come none of them were in the two elite departments?

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... when push came to shove and it was a question of an appointment on merit, and I have to stress that point, in my view if I had been male I would have been without question in one of the two top positions for a career strength of a person who is highly trained in a technical area. So I followed the exit strategy.

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Many women officers have also found that male supervisors are less likely to give women challenging assignments or job packages with major responsibilities, making it less easy for them to demonstrate their effectiveness and potential.

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When I was in management processing I had been doing a lot of work back and forth in Washington because we were going to use their computers. I had a lot of experience and I really knew more about it than anybody. The director of the division called me and said that they really wanted a hotshot to go down to Washington for six weeks to learn all about it. Neither one of the men he was considering knew as much as I did. What could I say? So, one of these guys got the trip to Washington. They did not even consider me for this even though I was doing it all. At the end of this six-week term he decided to go back to school, so all that experience was lost.

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They did not even consider me even though I was doing it all.

I have listed below in point form several situations which arose for me which prevented my advancement in the federal public service and which eventually forced me to leave:

- I applied for a PM-5 position, the next highest level to the one I was in, and was told that I did not have the managerial experience to qualify for it.
- I asked my supervisor to designate me to act in his position (PM-5) when he took his annual month-long vacation, to allow me to gain managerial experience. He was never prepared to do so.
- Aware that I must be bilingual to do most management jobs, on my own time I took three years of evening classes sponsored by the PSC.... after achieving a C level in both the written and comprehension areas, I asked for intensive training in oral French and was denied this.
- In the hope that I would have better access to advancement in a larger centre, I approached the PSC to assist me in arranging a transfer to Edmonton. I was able to get minimal assistance only, as I did not live in Alberta and was not considered a priority transfer.
- When the same position that I was doing in Saskatchewan opened up in Edmonton the PSC and departmental management allowed the manager to hold an open competition for the position instead of transferring me, and to change the qualifications and description of the position in mid-competition, to have CCC French requirements so that I was excluded.

(C) Selection Process Discriminates Against Women with Children

(The manager told me that) a woman told the selection board that her child's health came before her work, so her application was dismissed.

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I was a member of a selection board and the other members were asking dumb questions such as "What are your intentions about family?" and so on. I was so annoyed at a member of a selection committee who asked a woman this. The next candidate was a man so I asked him "What about your family? How many children have you got? What are your intentions about enlarging it? Is it going to interfere with your work?"... he was so discomforted and so were the others on the board ... but how else do you make the point?

(D) General

Right now the Public Service Commission controls everything from promotions to personnel functions. It has rules for everything from competition to positions to classification. Departments are at the mercy of the Public Service Commission. The Commission is really too big and it's trying to do too much. When the Commission realizes it's having a bad effect on an area, it puts in more regulations, which confuses everyone. I think this is one barrier, because to accomplish anything, you have to go around the rules.

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The biggest barrier I experienced was the *Public Service Employment Act*. It started out as something genuine, but now it's just one regulation on top of another.

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What does the PSC do? They're so bogged down in rules and forms and bureaucracy that they don't have time to think about people.

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I requested an interview with the Bank of Canada with the head of the research department and I was given a long leisurely interview and discussed my thesis and work I had published and the rest of it, and when I had got up, he said "I'll be back in touch with you". It is now (30 years later) and I have never heard.

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I realized I was going to be part of the top echelons of the public service. I was a trained economist. I spent a long time maintaining my credentials. ...I continued to publish. I continued to read, I did everything I could ... to keep my capacity going....In a system based on merit which I had believed this was, I would end up at a logical destination. I was proven wrong.

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The rigidity of the staffing system makes it difficult (but not impossible) to select high potential individuals who do not yet demonstrate the skills needed.

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If you know someone it really helps. Most competitions are cooked — it's so easy to do it. Given two individuals with the same qualifications, the individual with connections gets the job.

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There is too much emphasis on the board interview in the selection process. People who don't interview well are not selected, even though they may be very well qualified to do the job. More emphasis should be placed on the candidate's track record and appraisals.

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What helps to advance? You have to be a good actor, a person who can cram for an interview and sell yourself. The board process is a ridiculous process — they do not even consider previous managers' reviews.

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In the public service staffing process, potential does not count for much. The way in which the merit principle is interpreted in most departments is you have to have done the job before you can get it.

In the public service staffing process, potential does not count for much. You have to have done the job before you can get it.

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The competition process isn't fair. There are no standards across groups, people are parachuted into positions. People still get jobs because they know someone. All this causes resentment.

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It's a hell of a lot easier in the public sector. In the public sector ordinary women make it. In the private sector only women who are extraordinary in work, looks and/or connections make it.

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The federal government practice of posting job competitions is a major barrier in the region when looking for a job. Because I am on secondment, the problem is magnified as I'm unable to walk by the bulletin board located in the personnel department without a special trip. It's only by luck that I find out about openings. Thus, contacts are extremely important; but it would be nice to have a formal communication system that worked better.

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There is a strong need to reduce the rigidity of the staffing process. There is too much stress on competitions as the prime mode of career advancement. The public service has been caught in a "merit" trap. Instead, the public service needs a blend of competitive processes and more creative assignments and developmental processes.

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It is important to develop selection techniques which do not arbitrarily rule out women. The in-basket exercise would be a good example of such a technique.

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The public service needs to recruit new people desperately. There is too much deadwood; we need new ideas. We need to recruit from labour, academe, the private sector.

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One big problem is recruitment. We're missing a whole generation. We need fresh talent, enthusiasm, new perspectives. We should be recruiting recent graduates into the support category, mentoring them, sending employees on educational leave, pressuring people to retire.

(2) UNJUSTIFIED EDUCATIONAL BARRIERS

I was a CO-1, acting in a CO-2 position and being appraised as Fully Satisfactory as a CO-2 at every appraisal period. According to my manager, I could not be appointed as a CO-2 because I did not have a degree — it did not matter what degree I had, as long as I had that little piece of paper.

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Fewer and fewer positions are available to me due to the high percentage of positions requiring a degree with no allowance being made for equivalency gained by on-the-job experience.... I recently applied for [illegible] PM-6 position with Status of Women Canada for which I believed I was well qualified only to once again be screened due to the fact that I lack the education requirements. It is very disappointing to find that this department in particular also supports the "No Equivalency" practice.

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Education does not always replace experience.... For many competitions, educational requirements are much too high. For example, on a recent AS-1 poster, a university or college education was required.

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The District Director is a graduate of vocational school. A Clerk in the regional office has successfully graduated from the same school with excellent marks. She has, in addition to the vocational school certificate, nearly one full year of the two-year technical institute course, several years of experience with the department and some evening technical courses. The department refuses to allow the Clerk to apply for an EL-1 trainee position. They claim her years with the department do not count as the 80 hours of experience needed to make up the difference between vocational and technical school. The department first told the Clerk she could not be accepted because the union would object to this "lowering" of the standards. The IBEW stated that they had no objection. The department then claimed that the PSC would not accept the Clerk for a referral. When the PSC accepted her qualifications and referred her for an interview, the department flatly refused to accept her: she was screened out and not allowed to compete.

She was originally employed as a CR-4, then had to quit to attend school full-time. She is now a CR-3, better educated but worse off than when she started pursuing her goal to better herself.

The District Director (EL-7) has fewer academic qualifications than the Clerk. Do you really need higher qualifications to be an EL-1 than you do to be an EL-7? Or do you only need them if you are female?

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I would say the biggest barrier in the federal government has been my lack of a university degree. There have been many occasions when opportunities could have been there if I had that piece of paper.

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It is essential to create the proper environment in the public service to encourage women's advancement. For example, many selection standards require educational qualifications which are not really needed.

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Specialized educational or experience requirements can effectively screen women out of competitions. It becomes a convenient excuse that "no qualified women are available." There are a variety of recruitment and development techniques which can be used, including: formal training and development programs, bridging positions and university recruitment.

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When post-secondary education is stated as a requirement for a position, perhaps allow those without this formal education but with work experience to take an exam in lieu. This would allow these employees to get a foot in the door.

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Education is definitely a facilitator. On the other hand it is an artificial one for women. In effect women's experience is undervalued. Thus, women have to acquire additional credentials to be certain they meet the grade.

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Degrees are seen as more important than work-related experience. It is therefore often difficult for secretaries to meet the typical education requirements of positions which they are otherwise qualified for.

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Having worked on both sides of the fence (public and private sectors) I've noted that as an employee in the federal government one is exposed to a much greater range of clients. The government corporate culture is similar to that of a large corporation. The advantage of the corporate sector is that employees are rewarded for merit, and not qualifications, for example, university degrees.

What about encouraging "advancement from within"?

(3) BRIDGING PROGRAMS

I don't think I would ever have gotten here based on today's standards for bridging the gap — there aren't the administrative trainee programs any more, there aren't many ways of bridging that gap.

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Everything I have seen for special advantages for women in the work force has been offered to those in the SM or SM-1 categories. If you are fortunate enough to have a university degree you have a great opportunity to be in those pay categories and take advantage of these opportunities. I am all for it. What about the rest of us — the vast majority of female staff in the lower clerical and secretarial levels? What about encouraging "advancement from within"? What about programs to provide women with the opportunity to advance to the low and middle management levels? Why does everything appear to be for senior levels?

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I joined External Affairs as a SCY-1 in 1981, with an Honours B.A. and two years teaching experience in Nigeria. I worked as a secretary for four years at the Canadian Embassy in Bangkok. On my return to Canada I consulted with my personnel officer about career advancement opportunities, producing my last appraisal (rated as Outstanding) and references from my various supervisors.... she informed me that there were no avenues by which secretaries could switch to PM positions. I took education leave to pursue a scholarship program to a Master's degree in Public Administration. When I was due to graduate, I was again advised that there were no opportunities. I then resigned from the federal public service until I was able to enter the foreign service from the outside six months later.

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Even when alleged developmental opportunities are offered they tend to be laterals in disguise. Our secretary, who wants to get into the audit field, was offered a developmental secondment at the AS-1 level by Treasury Board. First, the pay was changed to continue at her SCY-3 rate and then, as the secondment developed, she discovered more and more that all the receiving department wanted was a free secretary. My conclusion from this and other observations is that most secondments relating to women are, at best, laterals in disguise, and do absolutely nothing to create developmental opportunities.

Even when alleged developmental opportunities are offered they tend to be laterals in disguise.

(4) INADEQUATE CAREER AND GUIDANCE COUNSELLING

The situation (with respect to women in non-traditional trades) will not change drastically until women/girls are shown in their formative years, that there are other opportunities out there in the work force than nurse, teacher, secretary, etc.

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(At Transport Canada) the emphasis is on outside recruitment. (This is not surprising) given that there is little apparent human resource or career path planning.

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When I first moved to headquarters here, I was told that there would be a career plan made up for me; I've never seen it.

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There have been some very great women who have been here and have left because there has been little career development.

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Career planning and career development are mysteries that only personnel understands.

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Lack of career paths is a real problem. There is a lack of sponsors/mentors/counsellors; there is nobody who says "you should do this next if you want to go for that." You're on your own 100%!

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One barrier is the complete lack of career counselling. This is particularly noticeable in a department which is responsible for employment equity and for counselling workers.

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My name was submitted to the PSC as a woman who should be groomed for a managerial position. I went to see someone and they said: "At your level you can't go anywhere. You're too low. We only talk to people at one level below SM. So when you get there, call us back."

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There is no point in having career counselling services if they are not effective. All it does is get people's hopes up then it knocks them down — and the frustration continues.

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A major barrier is the lack of career planning at the individual level and human resource planning at a more macro level. Every move I made was on my own. No one opens any doors in the public service.

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There are no clear career paths defined by the Public Service Commission; there is no career counselling available formally in the public service. Career paths are decided by individuals with occasional help from their managers.

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Make sure that the Counselling Bureau for women keeps up or even doubles its effort so when a manager is ready to staff a position he could be reminded that there are lists of women.

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It is essential that there be a real career plan for talented women from the time they enter the federal public service. Also they should be encouraged not to linger too long in the same position.

Career planning and career development are mysteries that only personnel understands.

(5) APPRAISAL

I heard from someone who works in personnel that for quite a few years I had been identified as a "high flyer." I am in this book, but I have never heard about it, and was turned down to go on CAP.

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In the Department of External Affairs, if one does not receive a consistent Superior or Outstanding appraisal, the opportunity to advance is all but absent. I received a less than complimentary appraisal. It arrived seven months after the assignment had been completed. I attempted on six or seven occasions to meet with my supervisor.... he simply didn't show up.

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Reports which contain comments like, "she has a bubbly and effervescent personality," which tell you nothing about the professional qualities of the woman, should be sent back for rewriting.

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... valid certified leave, taken to nurse a sick child, was remarked on detrimentally in my appraisal.

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One barrier to women in the public service is the absence of a good, realistic appraisal process. The present appraisal process is wishy-washy. It does not provide valuable realistic feedback. The performance appraisal system must be improved. The system is there but the application is lacking. It is not a useful tool as it now stands. Everyone is Fully Satisfactory. Results are taken with a grain of salt by managers in regards to promotion. They are "beige," saying nothing substantive.

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At present, performance appraisals are a joke. My boss is four levels higher than me and doesn't know how to appraise me. He does not understand my work.

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The appraisal system supposedly identifies superior performers (high flyers) but appraisals do not seem to have much impact in staffing.

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The performance appraisal system can be very frustrating. If an employee disagrees with something, the only recourse is not to sign and be branded as a troublemaker.

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There wasn't any sense of reward. You get a good evaluation, but then it's never confirmed by the way you're treated.

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Recognition and rewards go together. A major problem is that there are no rewards for work well done. As a manager, you have to break the rules to reward your own staff, like allowing them a day off. You also spend your own money on rewards for them. There are quotas for Superior ratings so all the people deserving them do not get them. In my case, my own boss does say thank you and does give me feedback, but this is unusual. There are not many good managers in the public service. Very few say thank you or recognize good work.

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There are problems with the reward system. It is not flexible enough. With a merit system that is rigid and exclusionary, many managers with excellent appraisals do not get rewards. At the same time, managers have to pay for rewards for their staff, such as flowers or lunches, out of their own pockets.

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Valid certified leave, taken to nurse a sick child, was remarked on detrimentally in my appraisal.

There is a lack of recognition for work well done. Senior managers take all the credit. It should be considered part of managers' jobs to give recognition when it is deserved. Recognition is the main reward, since a pay cheque is construed as a given.

(6) TRAINING

The training opportunities offered to women in the public service are limited and seem chiefly confined to making them better at their existing jobs — when what is really needed is to give them the marketable skills to break into other areas.

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The RCMP was not in the habit of training employees for other jobs.

What type of courses are available for ST-SCY-2s who want to advance, to expand their knowledge, to move into another occupational group with the same employer?

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When one public servant requested a detachment clerk course so she could move into that area from her CR-3 position, she was told that public servants are only given training required to do their present position as the RCMP was not in the habit of training employees for other jobs.

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Management does not approve courses taken by clerical workers unless they directly relate to their position. In my particular case I had signed up for a word processing course at the advanced level, having already completed the beginner level using my own money. Rather than consider a transfer to even the steno pool (where I could use this newly acquired skill, which is not what I really want to do; but perhaps I could work my way into supervising the pool, or working as an executive secretary for a section head) I was refused reimbursement costs as it did not relate to my position... A closed door to getting ahead... A prerogative set with tunnel vision.

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It's not normal for managers in government to send women on a lot of conferences. We should be sending them on these conferences, whether they're North American or international conferences. The same thing applies to training. Women don't seem to get enough training. Sending women on seminars will allow them to talk with people from other organizations.

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There is a sad lack of training funds available for women. The branch has a large training budget, but I'm sure that less than 10% is used to train women.... when the training plan is being prepared, management usually "writes in" a couple of courses which are usually of no interest to the employee.

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Training during the day was made available to 12 male counsellors. Support staff were told that if they took night courses they would be reimbursed. It is extremely difficult for a woman with young children to take courses two nights a week along with studying and the preparation of reports.

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One time we offered these training courses to women, in conjunction with Algonquin College. Men could go on these courses as well, but they were really for women. The men taking these courses could go home and do their homework. However, the women still had to look after the kids, cook dinner, etc., so they just did not have the time to do their homework. So, we had to give the women time at work to do their supplementary work for the course. That was the only way these women could stay in the course.

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On a recent PSC course. ... A video presentation showed the woman in a stereotypical manner. She was not ever shown teaching the skills, only learning from a man. She was twice the victim of a car breakdown, in which she called her male friend to correct a coil problem and to bring gas for her. Unfortunately, she was often shown as unable to handle the situations by herself, when he was always shown in a positive and confident manner and showing her where she had "gone wrong."

(7) CLASSIFICATION AND COMPENSATION

(A) Classification

The rigidity of the classification system is there for a number of reasons but there are very serious problems in overcoming that, in spotting talent.

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When I was a CR-4 and had 250 clerks I suddenly realized that here I was a CR-4 while there were people around me who were much higher and had fewer staff. So, I went to them and told them that I wasn't very happy about what was going on. I was told that they were redoing the CR category and that I would probably get a promotion after this was done. So I sat and waited and the new categories came out and sure enough I was still a CR-4. Then I went to see the director of personnel and told him that they were taking advantage of me and I wanted to quit. He told me to stay and they would get a CR-6 advertised right away. So the competition was advertised and of course I won because I had been doing the work all along. But if I had not said anything they would have continued to take advantage of me. I think organizations do that. It is easier to take advantage of people than to do what you should be doing. One lesson I learned was that if you don't scream they won't do anything.

One lesson I learned was that if you don't scream they won't do anything.

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(On moving from a secretary to an administrative assistant) To the woman it looks terrific — a move up out of the secretarial ranks, but in fact all they are doing is secretarial work and they are not acquiring any new skills.

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We are often required to supervise CR-4s who make as much money as we do and who are only required to have secondary school education.

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The classification and pay systems have gone berserk. You have a circumstance where various classifications are termed equivalents, but they are not equivalent in pay bands. I have had circumstances in which I could not hire someone from another department because we were out $130.00 on a pay band.

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I am now an Administrative Assistant — a position that is not recognized in the hierarchy of the federal government as a distinct occupation. I have been slotted in several different categories, depending on the service or the department, throughout the Government because "it doesn't fit anywhere." The job doesn't have any nice, neat job description....Because it is not "classifiable" by personnel standards... my classification has been in question and hashed over for the last six years, never with the same result. This is ludicrous. This is a job which women do well and the classification needs to be set to show the worth of the "jack-of-all-trades" skills required to fill it.

(B) Payback of Superannuation Benefits after Care and Nurturing Leave

The problem I had was that after a three-year leave of absence, whether I returned to work or not, I would have had to reimburse my pension benefits, which would have been about $900/month. If you quit you still have to reimburse them $1000. It's financially foolish. If it hadn't been for that pension I probably would have taken a three-year leave of absence, it would have been foolish not to. I looked at all the options available to me, but decided I had to quit.

(C) Allowable Child-care Expenses

The amounts for child care while mothers travel on business are inadequate and would not meet, for example, minimum pay requirements set out by Ontario legislation for domestic employees.

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When I was a senior manager I had to travel a lot. I was responsible for the liaison programs with all offices around the country. There is a Treasury Board directive that allows you to be reimbursed for the cost of babysitters if you are a single mother or your husband is physically unable to care for the children. My husband was physically able, but he had to travel a lot on business. It doesn't make sense. It became very costly to travel. I would have to spend $150 for three evenings away from home. The directive should have applied to everyone who has to travel.

It's financially foolish. I looked at all the options but decided I had to quit.

(8) PART-TIME AND TERM EMPLOYMENT

My manager decided that because we were in a period of restraint, all women who were on part-time would have to go back to work full-time, or forget it. People who were on a compressed work week had to go back to a regular work week.

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I requested part-time work (after returning early from maternity leave) and it was denied by the ADM (who had become hostile since I had ignored his verbal sexual harassment.) My case was raised with the DM ... who directed that part-time work be available on a trial basis.

Part-time work was permitted for four months: during that time, I was sent on six business trips in the course of three months, compared to two half-day trips a year in the three years previous. Notwithstanding, I carried out all tasks agreed upon at the outset of the four-month trial.

Only one week after the commencement of the part-time work week, my manager told me that under no circumstances would the arrangement be continued after the four-month period. Last week was the end of the four-month trial. All goals were met, (despite having been expanded during the trial period), but the arrangement was terminated nevertheless.

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It seems discriminatory (since the vast majority of part-time employees are women) that seasonal employees can contribute to superannuation based on time worked, while part-time employees cannot. Although I worked for three years as an indeterminate employee at three days per week, none of this is counted as pensionable time ... This situation has pushed the year at which I can retire from 2011 to 2013. While working part-time you are also not allowed to withdraw pension contributions made to date for re-investment in a private pension plan; your superannuation is basically frozen until you return to work full-time.

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In one section where I worked, in a massive department, there were 29 term employees. They all went through tremendous stress every six months ... they had no means of knowing whether their terms would be extended or not.

... support staff have been reduced disproportionately to the officer and management staff.

(9) REORGANIZATION

In August 1986, a decision was made to amalgamate my branch with another. I had just negotiated a possible career development assignment, but my manager requested that I stay and help with the reorganization. When the dust settled from this shuffle, I requested a career development assignment and was accepted. Unfortunately, my manager was again heavily involved in a reorganization, this time an integration with another department. Again, he requested my assistance. ... loyalty, dedication and responsibility are not just buzz words to me. I take them very seriously. Also, the possibility of a supervisory role was suggested, so once again I put my plans aside. The past 1-1/2 years has been very difficult, but challenging. Many new duties, roles and responsibilities have been assigned to me — with no remuneration outside of my appraisal.

Job descriptions are being re-written and it now appears that my position will be downgraded to a SCY-2, where I was seven years ago.

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... support staff have been reduced disproportionately to the officer and management staff. This has greatly increased the workload of the remaining support staff, and, as a by-product, means that officers often have to perform their own support duties.

(10) SPOUSAL RELOCATION

Requires going on a priority list i.e. you must stop work.

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Because my spouse's promotion to Lieutenant-Colonel necessitated a temporary move to Halifax, I requested a lateral transfer to that area. To facilitate my request, my manager initiated an exchange between my office and the Halifax region. The proposed exchange was accepted by several layers of management and the region involved, but was refused by the Assistant Deputy Minister of Personnel. The reasons given were extremely arbitrary and based on technicalities.

(11) TARGETS AND QUOTAS

I have heard more statements that "ALL YOU NEED IS TO BE A WOMAN IN THIS TOWN OR IN THE GOVERNMENT AND YOU CAN WRITE YOUR OWN TICKET."

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They (targets and quotas) seek to promote by exception rather than ability. As a woman, I hope to succeed by expertise and knowledge as opposed to sex. Being made an exception to the rule breeds tension and hostility ... you have to work harder and better to prove your worth while developing an unfair and undeserved reputation.

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In 1981 I won a position through a national competition, I thought, not unreasonably ... because my experience was relevant and I had a good track record. A point made to me soon after my arrival and frequently in the course of my stay there, was that I was hired because the director was forced to meet an established quota of females.

In my third year ... I won a competition for a secondment but my director refused to give me permission to accept it, despite the fact that there was no loss of resources to him.... It is my speculation that he refused to do so so as not to jeopardize his ability to meet his quota of women.

A point made to me soon after my arrival was that I was hired to meet an established quota.

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I think if anything has impeded these special action groups, it's the quota system. I am dead set against it. Quotas also put a heavy burden on women. There are incompetent women as well as men. So if a woman moves into a position and fails, the senior manager who hired her says, "Well, I hired a woman once and she didn't work out." It kills any short-term opportunities for women. That's tragic and I think the quota system is causing that to happen to a certain degree.

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I have always just bulled ahead and done what I had to do. So far, I have got pretty well what I want, most of the time. I always seem to be the token woman; people assume I have the job because I'm female. The more comfortable ones tell me that some people here feel they can't tell me technical things because I won't understand, so I have to prove that I can. A retiree told me, "You know, I've had to tell them down there that you're smarter than most of them."

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It's important not only to have women advancing, but also to ensure that employees and chiefs have the correct attitude towards women advancing. The quota system produces a "filling in the squares" mentality — "We've got one! Now we don't have to worry any more!" If you hire people for any reason other than ability, then why would you ever consider promoting them?

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I don't think that you need to set up special situations for women because they're women. That makes it more difficult for women to operate on the same plane.

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If you are in a senior position, you like to feel that you made it on your own merit, and it's a bit unpleasant when you feel that somebody could look at you and say "Oh well, a token woman."

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I was made acting chief, and after a year or so they rather wanted me to take it over on a permanent basis. Trying to persuade me, he said "Well, if it helps at all, we've decided to make it a full directorship and not just a chief." Then he said something that rather put me off: "We thought it would be rather nice to have the first woman director." I didn't feel quite right being a "token" woman.

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You think of the people who are now teaching your kids. If they're there because of a quota and they're not in fact the best people for the job that's scary. Just hiring me because I'm a woman is not going to make it for me.

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I think women have to be honest with themselves, as do employers. Don't hire me because I'm a woman because you're not doing me any bloody favour. It's difficult enough being in a job as a woman without being an incompetent woman because you sure as hell aren't going to survive.

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After I got the job at the EX level, my boss told me that he had had strict instructions that he must hire a woman for that job. So, he started asking people if they knew of any credible woman who could make things happen. He was very unhappy about being forced to hire a woman. However, after I had been there for about a month, he called me into his office and told me that he was very pleased with my work.

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They've just appointed a new ADM who is a Francophone female engineer. There's a lot of muttering going around about satisfying a lot of your quotas with one move!

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The general resentment caused by "affirmative action" programs and hiring quotas for women is undermining their original intent. When women are hired in current competitions, too often their competence is immediately questioned by those who feel that they were chosen for gender reasons alone. I feel that most women would rather compete on their own merits.

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I don't want to have to go to Equal Opportunities to get advancement. I know a lot of female air traffic controllers feel that way. Unfortunately as soon as you start getting ahead people think that that is why.

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Target groups are more likely to be given training for appearances sake; to meet quotas.

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Quotas and women on selection boards do not help. They introduce uncertainties into the process as to why women were selected for a position.

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Parachuting women into jobs which they cannot handle is damaging to all women.

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Quotas do not work. A systems solution will not work. Managers are very adept at side-stepping systems to get what they want. Somehow, managers must develop a commitment to change. A good manager can walk around the system, but one committed manager will do more than all the systems.

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Quotas tend to devalue the currency.

Programs such as Equal Opportunity for Women, Affirmative Action, Employment Equity, are not the answer. They help women who work in them but they do not reach out to the operational levels of a big department. Employment equity programs just churn out paper but never have an impact on the women who are actually confronting the barriers.

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Parachuting women into high positions does not work. There is less resentment with bringing women up the ranks, providing them with the necessary training to advance, letting them prove themselves not only to others but also to themselves.

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Quotas tend to devalue the currency.

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Programs for women must be made less visible. There has been so much noise made about them that men are in revolt. In this sense, they have done more harm than good.

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I believe that it is generally not in women's interests to draw attention to the fact that they are female, except in some individual cases where formal means must be used to right a wrong. It would be counter-productive to force the appointment of women to positions for which they are not ready. However, I am strongly in favour of providing women (and men) with the opportunities to broaden their experience so that they will be prepared for promotion.

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Women might be put into jobs before they are really ready in order to meet a quota; to have a token woman.

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Whether it's true or not, men are left with the feeling that women need crutches. They can't make it on their own. That's a devastating thing to do to women.

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Women who are promoted are often viewed with resentment and suspicion. Others assume they are there only because they are a woman rather than based on their abilities and qualifications. Women are often given a hard time after they are promoted until they prove that they can do the job well.

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The Government has made a tremendous mistake by promoting people to a large extent because they were a member of a target group as opposed to having the right qualifications to cope with the position. Having done that, the Government now has to offer support systems and training to those people so that they can grow in their jobs.

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With respect to affirmative action programs, don't take the PS as a whole. Determine where progress can be made and spend time identifying those areas where women are interested. Make sure to appoint competent women to positions and, especially, leave them long enough in order to earn respect from their male colleagues; this is the only way to change deeply held perceptions and prejudices. There should be less concentration on quotas, knowing that the public service is struggling in the midst of many restraints.

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Another double-bind women face is the male backlash and belief that women are being promoted by virtue of being female. If they do not get promoted, it is because their work is not good enough. If they do, it is only because they are female.

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You have to have your head in the sand not to know and recognize that, for several years, it has been the men who are being discriminated against.

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As far as personal experiences are concerned, I can honestly say that after 20 years with Revenue Canada and working in a number of diverse environments, I have never been aware of any obstacles or barriers to the advancement of women. In fact, recently my perception has been that the opposite is true.

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Many men feel that they are now the victims of "reverse discrimination" because of employment equity programs. They believe that preferential treatment is being given to women and Francophones in competitions, training and other promotional opportunities. As a result men are beginning to feel threatened and are resentful of equity programs.

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I realized that as a white, Anglo male I would have to be good to advance, because I would be competing against a lot of people — women; natives; Francophones.

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I don't think that quotas work. People learn how to play the game with numbers.

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My biggest concern about quotas is that they want token numbers. The Government can hide behind that, use it to demonstrate all that they are doing. I mean, they probably think that they are doing the right thing.

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When opportunity knocks you had better take it, even if it is an opportunity to the Gates of Hell.

You must have a demonstration effect. Whether you're talking about native Canadians, whether you're talking about women, black Americans, you must give the confidence that "my kind of person" can rise to the top in this establishment. Quotas are the least desirable but sometimes a necessary way of doing this. If you can't do it any other way, do it by quotas, and quotas may be quite useful to use as an ultimate sanction... I don't think any responsible manager wants to either impose them or use them but if that's the way you get there, that's the way you get there.

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Every dog has its day. In the 1970s Francophones were promoted. Then it was women's turn. Now Treasury Board is working on a visible minority policy. Being a woman in the 1990s won't be as important. That's in the nature of things.

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Attitudes are changing but these things take time. Employment equity programs should ultimately disappear as the service hires more women at all levels. There has been some backlash from men. There are men who have been done out of a promotion by employment equity thrusts, but this happens less now that women have proved their stripes. There has been a natural evolution in attitudes. Men make fewer blatant sexist comments now, at least out loud. Although this has not reached the ideal situation yet, even this is an improvement because men receive less reinforcement now and do not promulgate their prejudices. This is an important step toward better attitudes towards women.

(12) SUICIDE JOBS

When opportunity knocks you had better take it, even if it is an opportunity to the Gates of Hell.

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(Employers with their first female senior staff) are so keen and excited that they start pushing them into things. Women don't see the pitfalls; they can very easily get carried away with all this enthusiasm and forget to be aware of their capabilities and limits. If you get pushed into something that is beyond you and fall flat on your face, that's it — You fall all by yourself.

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There's nothing worse than to be in a position and not really sure you can do the job, because you're there to look good. If you work to establish rapport and a team attitude with your fellows, it can be blown apart when you're picked and parachuted. You have to compete at the same level they all do.

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After seeking my superior's opinion re my lack of success in competitions, he suggested that I should perhaps spend more time at home with my child. It seemed that my fate was sealed right then and there. He concluded that I had an attitude problem and should be removed. In an internal letter about my case was written "I do not think we have clear grounds for dismissal. We share some of the blame because we put a relatively inexperienced supervisor in an office with three unknown personalities and failed to recognize the potential problem and provide for it."

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Within the public service there is tremendous inertia reflected in the attitude "Why should you get ahead?" Between the numbers game and the inability to get rid of deadwood, it is next to impossible to make room for the up-and-coming people. To get around this I've taken several high-risk jobs: men often will not take these jobs. Also, you may be set up for failure. The key is to clue in quickly, acknowledge that it is an impossible job to your superiors and colleagues and use humour to make the best of it. It is not necessarily a no-win situation.

(13) FRONTIER JOBS

Women set up new initiatives and then they are turned over to Mr. Manager to run.

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My experience and skills have been used by the institution to get several programs established and running and then when it came time to give credit where it was due ... the tasks were taken from me and passed on to someone at a higher level.

Women set up new initiatives and then they are turned over to Mr. Manager to run.

(14) MORALE

Morale is a terrible problem in the public service right now. People are working 12-13 hour days. They don't see the light at the end of the tunnel and I think if those problems were addressed, then the question of opportunities for women would fall into line. There are barriers period in the public service. We don't have a good plan for career development. We don't have a good plan or strategy as to what the public service will be.

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I was completely demoralized, concluded that there was no future for me in the federal government and became a leaver. I left Ottawa for British Columbia with no specific prospects and no security. I took a cut in pay of almost 30% when I accepted a position in trade policy with the BC government.

I was completely demoralized and became a leaver.

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I think some of the barriers today are worse than they were when I was coming up. When I was coming up through the system there were a lot of jobs. Life was different in the 1960s and 1970s and the job opportunities were everywhere. So if you were willing to work hard and if you were willing to accept that there was an attitude problem, which I did, then there were jobs out there. I feel sorry for the younger women. We have women in this department who are well-educated but the job opportunities just aren't there. There are no resources to implement developmental programs. I think that one of the biggest barriers there is right now is the lack of developmental opportunities and new challenges.

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SECTION 4

Balancing Work and Family Responsibilities

Women are still the prime caregivers. I still don't think there's enough day-care. I still don't think that there are support systems for women to allow them to get ahead. I think women still do most of the homemaking in the home. I don't think men have reached the point where they're doing equal work in the home. Some men are, but I think most men aren't. Women are tired, having to juggle a job and the family. That's still an impediment to getting ahead in their careers.

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There have got to be much more supportive roles for us and I don't know how we can come to grips with it because men tend to go out after work and have a drink or a cup of coffee and nitter and natter and talk. They'll do that. We tend to have to rush home because we've got other priorities, another job waiting for us.

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I think women tend to carry greater family responsibility than men and have been more supportive of their husbands than husbands have been of wives. If the husband gets a promotion, the wife is more apt to adapt her career, whereas there aren't many men who would do the same thing for their wives.

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Right now, we've got mechanical solutions coming out of our ears. We've got action programs, we've got this, we've got that. But nothing is being done with the real problems in the so-called "softer" areas, which are not so soft. Can we underestimate the importance of childbearing and child-rearing to women? Women endure increasing stress from conflict between their jobs and their family responsibilities, and society still requires women to accept those responsibilities.

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A lot of my male colleagues are married to very intelligent women who have careers while their husbands are stationed in Ottawa. When their husbands go abroad they abandon their career. But that isn't an obstacle put in by the system, it's a societal phenomenon. The foreign service is probably one of the worst organizations as far as making family adjustments to suit a career.

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I had to make it clear to them that while I was interested in jobs abroad, I was not prepared to live apart from my family. And I have not deviated from that position and I don't foresee that I will deviate from that position. My experience in this department is that all the women who are heads of mission, with perhaps one exception, are single women. They have neither husbands nor children. I find it unacceptable that only single women can be accommodated within the system that we have. I've made it clear to them that I will not operate as though I were a single women.

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Successful foreign service women have been conditioned to think that they really can't have a normal family life and be a successful foreign service woman. Now that has to reduce the appeal of life in the foreign service. We must start seeing women with normal family lives progress through the department, through jobs abroad. No decisions have been made about how to find jobs for the spouses of employees who are sent abroad. Some of my male colleagues have wives who feel quite put upon by having to go abroad. The foreign service doesn't have anything where they make a real effort to help spouses find jobs abroad.

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I sometimes wonder about this phrase "Having it all" because in my experience it's not having it all, it's doing it all.

I sometimes wonder about this phrase "Having it all" because in my experience it's not having it all, it's doing it all. You have to do it all and it's all in the way you do it. It seems to me that nobody has ever successfully come out of this organization without having some kind of arrangement that made them feel comfortable about raising their children.

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If you admit you are having problems coping with family and a career then you are considered unprofessional. I still think we have a very long way to go before the caring dimension of life is legitimate in business, career and any other dimension of life.

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My colleague and I were discussing two employees and sort of extolling the virtues of these two women. My colleague noticed that although these two women have children, we had never really heard them discuss their children in the office. They keep their family totally away from the office and when they're here they're professionals. The fact that these women are mothers makes you admire them even more. They've managed to juggle the two.

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I went to talk to them (men at a conference) about employment equity and you should have heard them, they all thought it was a bloody joke. "I would like to have my wife's job. All she does is play tennis and golf." I said, "That's nice, so you think that because you have a traditional family, which is only 15% of all families, that you should expect that everyone else does?" They don't understand that I am married with three children and know what I am talking about.

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I know damn well that I probably work much harder than most of my male counterparts. I don't come in until nine o'clock but I also didn't get here at seven-thirty, have my coffee and paper delivered to me; and I don't go home and have my paper ready for me while someone cooks up my meal. I'm not looking for special treatment, but don't make life so difficult when I have to go home to my family.

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Quite frankly there is a period of time when physically and mentally you have to make some trade-offs between your children and your career. When I was raising my children I simply could not have coped with the kind of career I have now or had before my first child. I believe it is really possible to make part-time arrangements for people with children.

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My advice to young women starting out on a career is ... to get your career moving before you take on a lot of other responsibilities such as children. I don't think you can consider yourself a success if you neglect your family to concentrate on a career. You have to look after your whole life. I think there has been a recent change in values as far as careers go. I think people are investing less of their hopes into a career. People look more at the quality of life and so they look to outside activities. I think people want a more rounded life and I'm glad to see that.

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I still think we have a very long way to go before the caring dimension of life is legitimate in business.

You can't say a woman is not successful, she has just done other things.

A woman who wants to have her family and keep her job, but work reduced hours, is not going to advance as quickly as a man who didn't take a day off. But when the woman returns full-time she will get these opportunities again. You have to look at the whole picture of what a woman wants to accomplish. You can't say a woman is a failure or not successful, she has just done other things. And I don't think a career is the only thing in a woman's life.

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Another attitude problem is the feeling of employers that women are not very dependable because they have the extra responsibility of looking after children. So if their child is sick, it is usually the wife, not the husband, who stays home and looks after the child. That makes her less dependable as far as her job goes. Because there have been experiences like that, employers tend to distrust women.

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I think the Government has to recognize the time has come that there will be women that need some sort of support just to help us get through.

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The pecking order is changing more quickly than the social supports for women who are rising in it.

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As I progressed into my career more of the barriers became things like child care. I mean, I come to work and end up doing three or four hours worth of work before I get here because of all the child care.

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I do believe that there is a really radical shift in priorities on the part of women. But I think that society still does its dastardly deed on women where I have seen the husbands become the most conservative when children enter the picture. It's going to be a long, long time before that changes in any significant way.

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Should a woman not have any children, or forget the ones she has?

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SECTION 5

Coping Strategies

You could run faster and faster in smaller and smaller circles, but life is full of tomorrow mornings.

(1) MARKETING

You need a sense of your own strengths and weaknesses, and it's easier for people to help you and work with you if you know what you want to do. You have to do a good job. You have to build a track record, stay in a job long enough to earn credibility. You have to focus yourself, and build a constituency outside the public service. If you can do that, you modify the power structure; people see you do a job that women traditionally haven't done.

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When you have an individual with drive and capacity, and they have an opportunity and they seize it, at that point you get accomplishment. The individual must also have a certain amount of intelligence, a desire to succeed and an ability to learn as you go along.

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I would encourage women to learn how to think as leaders, to watch how people get things done, to learn from the good examples around them and to be interested in what is going on around them. So when we have developmental assignments in line management or operational management then we know that there are women out there who are interested.

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University training is important. Strong interpersonal skills are extremely important: great flexibility, and the ability to analyze the power structure and make alliances with peers and subordinates, especially key men.

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The way I approached unacceptable job offers was not to say that I was insulted by them, but to tell them that I would look into it and get back to them. Then I did my homework and went back to them and thanked them for thinking of me. I also told them the reasons I was not interested in the job. In every case I really made a serious effort to see what the situation was. Gradually the offers started to get better and then I had to make a more careful judgement about whether or not it would be a good career move for me.

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I learned to analyze the job description, I learned to associate it with my work experience and I learned to talk with some of the managers involved before the board so they understood how personally interested I was. I started to do a compendium of the most interesting questions. I learned to keep track of these things. I finally reached a position where I was very confident going into boards, just based on the work I had done.

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It's women who are very bright, very motivated and who are killing themselves because they're trying to do it all, and I guess sometimes my advice to them is, go home and have a really long chat with the mirror and see what your real priorities are for this five-year period.

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Part of your value has to do with distance, has to do with humour, has to do with knowledge in a wide variety of areas, and yes, you could run faster and faster in smaller and smaller circles and you could certainly get the Cabinet document produced for tomorrow morning. It would have been a better decision not to go to the theatre, it would have been a better decision to work on the Cabinet document, but life is full of tomorrow mornings.

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What I had was a very basic idea that in order to succeed I had to really be very good. My idea was that professional excellence was the key to any form of career. I haven't really had a very good political coping strategy, I've had a very simplistic view, I have had the view that if I work hard and do extremely well that I can overcome barriers.

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It is basically human management you see. It is knowing how to develop a vision for where you want to be in five years of service and knowing what are the pitfalls.

(2) NETWORKING

Women are still a relative minority, so they still encounter barriers to the exercise of power. Women are left out of networks, because the boys get together in places where women don't go. I joke about conversations in women's washrooms, but a sort of critical mass is reached there. Once there are enough women, they're going to be brought into decision-making. Traditional networks will have to change, and incorporate the women.

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I think women must continue to be supportive with each other. They have to get together and determine what kind of a difference they want to make and what kind of a federal civil service they want to have. And have it. And make it happen.

(3) MENTORS

I have several mentors and I think that this is a great strength. If several people in your business believe in you and think of you and expect you to do well, you have a lot of people standing up for you, putting your name forward and calling on you if they see something they think you may be interested in. The more people that are highly thought of and think highly of you, the better.

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I had a mentor who was very very helpful to me. I learned so much from her in terms of strategies, approaches and how to deal with people.

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Most importantly, I learned about group dynamics from my mentor. She was always pointing out why something worked and why another thing did not. She was a natural coach and charged her prodigies with being coaches too. I have this role now.

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As you are progressing up the ladder in the public service it is really important to have someone at a higher level who you can use as a sounding board for your ideas and questions. Unfortunately, the majority of people in these higher level positions are still men and they are understandably wary of becoming mentors to women because of the potential for office gossip. Upwardly mobile men do not have this problem.

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I think mentors are very, very important. It's somebody who takes a specific interest in you. That happens less and less as you get into the higher levels. You almost have to have a male mentor because there aren't any women in the higher jobs around here.

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If you're serious about a career in the public service, sit for the first year and just observe, really sponge up everything around you. There is a very intricate way of doing things, rules, regulations, procedures and policies. Decide where you want to go, and find out how to get there. If there is no clear path, find a high-up, respected person who's been around and who you can communicate with and trust, and make a proposal. Say "This is what I can do, and here are the steps that I have to take to do it."

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A competent woman working for a competent boss "shines." Her reputation and credibility become better established and she becomes better known and able to use the "old boys' network," still one of the most important ways to obtain challenging and substantive job assignments.

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It is important to provide women with informal "mentors" early on in their career and to assign them into jobs where they work for some of the more successful (and sympathetic) officers in the department.

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It is almost systematizing the mentor system because there is no question that women don't have access to mentors, men have.

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One thing I'll always regret is not pursuing a senior women, who was trying to be a mentor to me. I didn't know about mentors at the time. She really helped me find my place but wasn't the sort to push herself on you, but she did what she could to help me. There were others who helped me, sometimes helping me when I really realized I needed help. It gradually dawned on me that I was getting help and I tried to help others. I realize now that I always had persons as mentors.

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I always learned from people around me — either from my direct superior or from colleagues who were not my superiors, but who were in a more senior position. That's how I learned.

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When I was a young woman in Winnipeg I had the good fortune to become associated with a small group of women, all of whom were doing interesting things. They certainly kept me from getting rusty when I was at home with small children.

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I've the support of people who have been almost like elder brothers, which is what I mean by mentor. I've been able to watch their management style, they have taken an interest in me and pushed me to move ahead. They gave me advice on how I might better prepare myself for anything — and that's very critical.

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In each place that I work I try to pick one person who is obviously better and more experienced than I am for a mentor. In some cases it's my immediate boss. Sometimes though, when you have a good rapport with someone who is a mentor to you, people will assume that there is a sexual relationship.

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(Talking about a colleague in a senior administrative post) She has recently moved out of the shadow of a man that she had worked closely with for a long time. And it wasn't until he left that she was really able to blossom. They worked very well together, and were mutually very supportive of one another as long as he was there relying on her, which didn't leave much room for her to grow. It was a problem.

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You usually don't follow a mentor through a logical path. I think having mentors works for people because it teaches them new skills and builds confidence.

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On the mentor issue, I think what the woman has to do is say "Well, I have grown as far as I can grow under this man, it is time for me to spread my wings."

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I think a lot of women develop through mentors, which can at a certain stage be detrimental to a woman. It is difficult to jump over and become parallel to your mentors.

They gave me advice on how I might better prepare myself for anything — and that's very critical.

(4) ROLE MODELS

The man that was assigned to me was really positive and supportive in everything, always saying that I can do anything.

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I did not have a mentor, but I did work with some people who were very highly respected in this place. I was very well trained. When I came back from my first posting I worked for a person I consider to be one of the best officers in this part. Working for him was a great advantage because it taught me a lot. I think it gave me great credibility having worked for him.

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I have to give my boss full credit for an excellent personnel policy where he's looking at people two and three years ahead. And that's the way he does it. He is very concerned about human resource development and, I mean, it shows. All of the three people who are involved in the decentralization of this branch have been involved in the programs for a long time and he's made sure, for example, that I have someone working with me now who will be my lifeline in the future.

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One man I worked for said to get a file folder, put FUTURE on the front and always be thinking of it.

One man I worked for was really great. He said, "Now what I think you should do is get a file folder, put FUTURE on the front of it, stick it in your drawer and always be thinking of it and looking at opportunities down the road." I've had co-op students since and I say the same thing. I think he was truly concerned about my future, ahead of his own at that point. It's in human nature to wish the best for someone else as long as it doesn't affect your own future. But he was able to do it.

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The editor was a marvelous person to work for, brilliant and interesting. He pushed me to do what I could, rather than hold me back.

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I was very lucky because my first boss in the public service was a man ... and if it hadn't been for him I would never have gone for a promotion, and I would never have developed interests and the confidence, I don't think, to have had such a good career and have so much fun.

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A colleague of mine was a very nurturing person. He tried to develop the people that worked for him, which I think is very important. I think that a lot more directors should have this quality. I was very young and he would make sure that I was involved in meetings and would make sure that I knew that I was supposed to be there. It certainly had a positive effect on me. And it wasn't just because I was a woman. He would have done the same thing for anyone.

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Women are human beings to my boss. Through my work with him I think I was able to gain my self-esteem, regain it in fact, because it had really been whittled away over the years. The first performance appraisal I got came through the mail! Signed by people I hardly knew.

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There's a fellow that I've worked with who has been particularly good. In a way he makes a joke of the situation, saying for example, "She's my boss" in a way that sort of sounds like "Can you believe that she's my boss?" Nonetheless he still gets the message through and he's made it very easy for me in that regard because he's a captain's rank and there he is. Men immediately turn to him and he'll turn to me and do as I say.

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(In a letter to the college council) I said that I thought it was time for the college to take a stand on the degradation of women on the campus and three days later (the principal) came around to every single trades trainee in the classroom and said that this kind of sexist action and language is inappropriate in an institute of higher learning. If it continues you will be thrown out of school and you will not get an apprenticeship anywhere in (the province).

(5) OPTING OUT

... our health and personal lives suffer. The brass ring tastes lousy.

... our health and personal lives suffer. The brass ring tastes lousy.

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I think I was earning maybe $10, $12 thousand, (with 20-25 years of experience) and the men were earning maybe $20 thousand. The natural question would be, "Why aren't you quitting?" The men would say, "Oh, but I have a mortgage and I have a pension plan and I have all of these responsibilities." So I started an "F You" fund. And it was a chunk of money, it started out with $2 thousand and basically allowed me at any time to get up and say, "Okay, I give up. F you." I've used it once.

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I was told by the director general in question that I wasn't qualified for the job and I knew perfectly well that I was and he had not had an opportunity anyway to look at my résumé or my experience. It was a purely reactionary statement that I was certain was a glass ceiling and it happened again at Treasury Board Secretariat. I haven't had it happen since then. I left.

(6) HURDLES

Eventually you start feeling that the barriers were just hurdles or irritants and because you conquered them you forget them. You ignore the people that are verbally cruel or discriminated against you. You take the attitude that you are not going to let that bother you and you overcome it and rise above it.

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I think that accepting defeat or thinking that there is nothing you can do about a situation is a big barrier. Young men and women must be taught how to solve problems and how to come up with analytical solutions to the barriers they encounter.

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In a study done at the Harvard Business School about how women and men's views are handled, they found that when a woman says something a lot of people ignore it, but when a man says the same thing, everybody thinks it's a great idea. I see that. But my approach is to keep repeating it, or find some man to say it. I make allies, and eventually I get through. Things like that are barriers, but I find ways to get around them.

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When I was a broadcaster I had to tell the producer what to do and he didn't like it and I wondered "How do you do it?" Do I put my foot down and tell him I'm the boss? Do I try to seduce him into doing what I want him to do? I decided that I wasn't going to seduce him and I wasn't going to put my foot down either but I was going to gradually affirm myself and have rational discussions with him on how I thought it should be done ... and so I found my way of exercising my authority and it was between these two options.

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I don't have the problem, they do; I refuse to take on their problems.

I was a young woman, and to make it worse, I did not look like everybody else. For an employer I am a double whammy, a black woman; I learned at a very early age not to wonder if they are concerned about my religion, my colour or my sex, because I cannot be bothered if I don't make it my problem. I don't have the problem, they do; I refuse to take on their problems.

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It's not that I see it as a battle, I just see it as people trying to tell me what to do; being a spunky kid, I have to make up my own mind because I **have** got one.

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I had no role models in my work. As a housewife I knew what had to be done, and from my first job I set my own standards. I'm a pusher and a go-getter. In spite of my boss's objections, I got licensed for both the forklift and the three-ton truck. My boss, maybe because he didn't want to give me any more favours than he had already, didn't want to give in to me at the start and put me down, but you know, I had to move on to different things.

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You have to make sure that you get a little bit of the spotlight around here. You don't have to be arrogant, sometimes you can do it by simply making a funny comment. Or sometimes you can do it by making a perceptive interjection. But you have to sell yourself. People have to recognize you as a force and you have to put yourself in circumstances where you get that recognition.

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But again, my perverse sense of humor came through and I wasn't going to back down, and I thought, "They've got me and they're stuck with me. I'll go in as if I am really wanted here."

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I know they don't think that fire halls are the proper place for women but they don't say so to my face. And I am not going to get into it with them, there is absolutely no point in that; I am pleasant to them and they are to me.

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My approach in all these jobs has been to go in and do a good job, do what I think has to be done, and follow my instincts. Inevitably they come around, because they see that I'm quite competent and that I will listen to them and make my own judgements. If some continue to harbour hostility, that's their problem, not mine.

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For 15 to 20 years there have been strugglers coming up, and you might think of me as one of them. I have found my little upward path by being as pleasant as I can in speaking to the world. I really don't get mad at people when they do mean things because I feel sorry for them. I go under or sideways around people who obstruct me; I am not blocked but just diverted, for I never take my eye off the goal post. I find my way honestly. I don't mind hard work.

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I was labelled an aggressive bitch and I knew who was saying it. So I picked up the phone and called them and said, "I have heard some rumors, but I knew that you would never say those things. I mean, you're my colleague and I just know that you wouldn't say them. But I think it's really important that you know that you are being quoted that way." They said, "Of course you're right. Of course we wouldn't say those things." That's been most effective, going back. Always take the high road on this sort of thing.

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You have to make sure that you get a little bit of the spotlight around here.

First of all, I believe very strongly that if one goes out and meets people who have these (negative) attitudes and opens up dialogue with them and demonstrates that good results can be achieved, that good results will still be achieved and that is the way I dealt with it by maintaining the dialogue by working with people and by delivering the expected results.

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I always meant to be the boss, but I didn't aim to be this boss or any particular boss.

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I am not blocked but just diverted, for I never take my eye off the goal post.

I think first of all every woman who is going to be in this sort of situation has got to have a good balance in that she must have absolute confidence in her ability to do the job. And one must have the courage, and it is truly courage, to face down that very difficult feat of identifying which is really a form of prejudice and stare it down and deal with it. It's important that one not be intimidated by the fact that one is fairly certain that some people are thinking that the job cannot be done by a woman or that some people are thinking the job should not be done by a woman. So I think that the first thing that one really has to have is an absolutely superb sense of humour. And, dare I say this, I think that it has to be said that women have to be really comfortable with their own sexuality, so that one is not uncomfortable when men's behaviour might potentially embarrass some women.

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SELECTED
CASE STUDIES

CASE STUDY 1

Lynn Young

I always had the attitude of doing what the organization needs.

CURRENT SITUATION

Lynn Young is currently the District Manager, Labour Canada, Capital Regional Office (PM-6) responsible for the operational planning and management of the labour affairs officers in the region and the management of the office itself. The district staff includes nine people. The position reports to the Regional Director of the Capital Region.

Lynn started in this position in the fall of 1988. She found the first four months a real learning experience and "a bit frustrating." She has an extensive background in the Department (virtually her entire career was in the Department), however, this is the first time she has been in a line management position.

She sees her strengths as management, and recognizes that she does not have the technical background of the officers she supervises. She needs to draw on their expertise and apply her own judgement and common sense.

CAREER PATH

1972

Lynn completed commercial secondary education in the early 1970s in Ottawa. Her education included a work term in the federal public service and subsequent opportunities for full-time employment, organized through the school.

Lynn joined the public service directly out of high school in the typing pool at the Department of the Solicitor General (ST-3). The school placed the top ten students. While she took the PSC tests (typing, dictation), she did not have a formal interview.

She moved to Labour Canada in response to a referral generated from her initial application to the public service. This position was at the same level but was a better position in that it was at the branch level. Getting out of the typing pool could have been much harder.

Lynn is bilingual and was able to do shorthand in both official languages. She considers that these skills were crucial in her first jobs. She was "marketable."

Subsequently, Lynn applied for and won promotions to SCY-1 and SCY-2 positions. Over this period, she also transferred through the Department, widening her perspective and learning new skills. She always went beyond her job description to learn new skills that might help her later on in her career. For example, in one SCY position she did not have mail responsibilities. Nevertheless, she learned how to handle the incoming mail, classifying the documents and thus learning the filing system. This knowledge and experience was beneficial in a subsequent competition.

1976

Lynn won an AS-1 developmental position. The Department set aside five PYs for this program. She recalls that there was an eligible list established with 20 names. The first five (including Lynn) received positions immediately. These were floating positions, six-month assignments. As these individuals moved into "regular" positions, more people were appointed from the list.

During the course of this program, Lynn worked in official languages and in the labour data collection areas on assignment.

1977

The Department was decentralizing, establishing regional offices. Lynn had known the regional directors through her branch involvement. She had the option of going either to Toronto or Montreal. She and her husband decided to move to Toronto, partly for personal reasons (her husband was an Anglophone). She considers this "the best move of my life." It was a gamble. There was no guarantee of a permanent position but she was not too worried. She felt confident something would come up.

This position involved working on all aspects of establishing the regional office, working closely with the Chief of Administration (Mary). Whenever Lynn was asked if she could perform a particular duty, she replied yes. She stretched herself constantly. This helped to build her confidence. Among other things, she participated in designing and implementing the assignment system for labour affairs officers (LAOs) and later was involved in the automation of the system.

1978

When Mary left to assume a PG position in Environment, Lynn was appointed to replace her as an AS-3 (acting). This was a second big opportunity. Lynn recalls being "very scared" over the first year or so. The position carried a great deal of responsibility: processing all the claims, signing under Section 26 of the *Financial Administration Act*, influencing personnel decisions. She was in the acting position for a year before a competition was run.

1980

Lynn won the AS-4, Head of Administration in the Ontario Regional Office. The position involved doing work plans, forecasting workloads, preparing budgets and doing trend analysis, some of which was outside the scope of the job description. Again, she stretched her role. "I always had the attitude of doing what the organization needs."

1982

Both she and her husband felt they needed a change. They decided to return to Ottawa. Lynn realized she would have to go back to Ottawa to get ahead as she really did not want to be an LAO. She initiated the move. Gary McKnight, who is now her regional director, was at headquarters and looking for someone. She transferred back. "The Department is really good that way, in accommodating people." She worked in the ADM's office, co-ordinating budgets, Treasury Board submissions and work plan analyses. Her regional experience was an asset. She worked on establishing a system to monitor performance indicators. This was a "fun job." She realized how much she liked analysis.

The environment in the branch offered opportunities to grow. It was a new structure with a new Assistant Deputy Minister. The ADM was very demanding but Lynn learned a lot from her, especially regarding the philosophy of the Department. She was already familiar with operations and the broader perspective was an excellent complement. The position was relatively high profile. She dealt with the minister, the deputy minister and all the regional directors.

Ultimately, after two years, she was concerned that the position was a dead end. The ADM had tried, unsuccessfully, to reclassify the position. Lynn "started to get panicky," wondering whether this is what she wanted to do for the rest of her life. She reviewed her experiences and her strengths. She recognized that she had considerable personnel experience and contacted the Personnel Branch asking them "not to forget me" if they needed someone. A while later they called her.

1984

She transferred to Personnel as an AS-4 in a PE-3 position. She negotiated to protect her AS-4 level while she took the staffing and classification certification training required to become a PE generalist. At the time, she viewed the training in Personnel as a means of ultimately moving to another department. Her career plan was to move out of Labour Canada and get experience in other government departments. She feels she learned a great deal during this period. She preferred the staffing role where she felt she truly helped managers. Classification was more of a control role, in her opinion.

Lynn stayed at the AS-4 level throughout this period. She achieved certification in staffing and is half way through the classification training.

1986

Gary McKnight called to ask her to work with him setting up the new Capital Region. While she liked the idea of working with Gary again, and especially the challenge of setting up a new region from scratch, she recognized that it was a step away from the PE direction she had been pursuing. She agreed to transfer over, negotiating for a two-year assignment, including LAO training. She never did get the LAO training, as it turned out.

1988

The position of District Manager (PM-5) opened up. The statement of qualifications was written to recognize related experience other than just LAO experience. This fact was not easily accepted by some of the LAOs who competed, but the backlash was limited. Lynn was successful in winning the position.

1989

Her position was reclassified (PM-6) and Lynn was promoted.

Lynn feels she has been very well accepted in the office. Her team-oriented style helps. In contrast, she thinks her predecessor was not proactive. Lynn developed work plans that were more proactive, and the staff have appreciated this. She expects to stay in this position at least four years.

TURNING POINTS

Looking back, Lynn saw a number of turning points in her career:

- winning the AS-1 developmental position;
- moving to Toronto;
- acting appointment to the AS-3 level;
- moving to the Personnel Branch;
- moving to Ottawa regional office; and
- winning the PM-5 competition.

PERCEIVED BARRIERS

Lynn identified the following barriers to women in the public service:

- Lack of career planning at the individual level and human resource planning at a more macro level. Lynn points out that every move she made was on her own. No one opens any doors in the public service.
- In the public service staffing process, potential does not count for much. The way in which the merit principle is interpreted in most departments is you have to have done the job before you can get it.
- Lack of knowledge on how the staffing system works can be an impediment, especially at the very junior levels. She did not, at first, realize the link between the poster/statement of qualifications and how to apply for a job and prepare for an interview. Renée, a former supervisor, coached her in this. She, in turn, coaches her staff.
- The appraisal system supposedly identifies superior performers (high flyers) but appraisals do not seem to have much impact in staffing.
- The lack of bridging positions.
- Women's own lack of initiative: you have to go out and get what you want.

A woman who was on the developmental AS-1 program at the same time as Lynn, remarked that there are male managers who stereotype women. For example, because she was once a secretary, she is still occasionally asked to stay late to type a report. She feels some managers cannot get beyond the fact that you were once a secretary. Consequently, it is difficult to get these managers to welcome your comments in a serious manner.

A peer of Lynn's in Personnel reflected that the size of the Department can be a barrier. The Department is relatively small and thus there are fewer senior positions. He stated that the Department lacks PYs to expand and thus is perhaps "destined to be small."

On the other side of the coin, another colleague in the Department pointed out that a small department can be both a barrier and a facilitator for career progression. If a department is small, he reflected that it is easier to identify "bright lights" and if a person is doing a good job, more people will be aware of this fact. For example, in a smaller department, officers can have more occasion to deal directly with higher levels of management, such as the ADM, on a regular basis.

BALANCING FAMILY AND CAREER

Lynn is currently separated with no children. She considered having children when she first returned to Ottawa. At that time, she felt she was ready to "coast" a bit and could afford the time investment in having a child. It just did not happen. When she did not have children, she had more energy to devote to her career.

Her move to Toronto was partially influenced by her husband's desire to broaden his career options. It was a good move for both of them at that point in their careers.

PERCEIVED FACILITATORS

Lynn identified these facilitators in her career progression and in the progression of other women:

- bridging positions;
- good mentors and supervisors; and
- networking.

Lynn has worked to establish bridging positions. For example, while in Toronto she was instrumental in creating a PM-1 position that has subsequently moved three support/junior staff into LAO positions and also an AS-1 position back-up to the AS-4 Head, Administration.

She was very complimentary about the Department's program that offered her her first big break. Apparently, the Department set aside five PYs each year for a number of years in the 1970s. Lynn believes that 20 people benefited from this process, a very significant percentage in a small department.

A colleague of Lynn's, who was also placed on the Department's development program, explained that the program was open to support staff "with potential." This individual, Kathy, was a secretary at the time and the program allowed her the opportunity to gain valuable work experience. The program itself was 18 months in duration and Kathy spent a year in the Women's Bureau and six months in Finance, where she accepted a permanent position upon completion of the program. Kathy remarked that this program gave support staff, perhaps without a formal education, the opportunity to grow in work experience. "The program was beneficial and proved to the Department that support staff are capable, trainable employees." Kathy has remained with Labour Canada.

SELF-ASSESSMENT

Lynn noted the need for individuals to realistically assess their strengths and weaknesses in the process of career planning. Lynn assessed her strengths and weaknesses as follows:

- management skills;
- bilingual;
- hard working;
- visibility (did not get buried);
- will probably need some further education to advance beyond this level;
- broad knowledge of the mission/mandate of the Department coupled with good understanding of procedures/practices; and
- strong network within the Department.

Lynn likes Labour Canada very much, although, she recognizes that it is a small department and that further advancement might be limited without a broader perspective but she also feels very comfortable in the Department.

One of her strengths, her willingness and eagerness to take on challenges, to stretch herself, has been criticized by others: taking on too much, not learning to say no.

MENTORS

Lynn considers mentoring to be an essential feature in career planning and has tried to be a mentor to other staff, to pass on the assistance/coaching she received.

Lynn described her mentors and their contributions to her career:

- Renée was definitely a mentor. She encouraged Lynn to apply for the AS-1 competition. One of the assessment techniques in that competition was the preparation of a plan to establish an office. Candidates were given a week to prepare their plans and had to present to the board. Lynn practised her presentation with Renée, who gave her some good coaching. By the time she presented to the board, she felt very confident.

- Mary, the AS-4 in Toronto when she was an AS-1, coached Lynn and involved her in a wide range of activities. Mary identified Lynn as her replacement when she left. "She convinced the Regional Director to try me." At that time, Lynn acknowledges she was "green" but Mary must have seen her potential. This caused some resentment among other staff.

ROLE MODELS

Lynn regarded Mary as a role model. At a formative stage in Lynn's career she was able to observe Mary doing a very responsible job. It helped set her own aspirations.

Lynn also looked at a former ADM as a role model. This woman was a very senior woman in the Department making it clear that women could aspire to senior executive positions.

NETWORKING

Lynn remarked that she has always networked to some extent. Even when she first entered the Department in support positions, she moved around and made contacts. Thus, she learned about the Department and the managers. Lynn reflects on the fact that she knows a lot of people in the Department well and has deliberately sought to maintain and enhance her network of contacts. She attributes her moves to Toronto, to personnel and then to the region to making contacts with people she knew, who also knew her reputation.

COLLEAGUES' PERSPECTIVES

In addition to the comments that have been integrated above, colleagues mentioned the following about Lynn's career and the Department:

- A human resource professional in the Department commented that one typical career path is from the clerical group into LAO training and then possibly eventually manager. Lynn's career has broken this traditional mold in the sense that she does not have LAO experience. "She is showing that it was a good move." Her move from Manager, Regional Service to District Manager was described by a colleague as "extraordinary" although initially unpopular.
- An individual who has known Lynn since the 1970s commented that she "can take on too much." He reflected that this could allow managers to take advantage of her ability and willingness to stretch herself. This characteristic has caused Lynn some personal stress.

- Lynn always made herself available for extra activities and responsibilities, particularly when she was in a support position. She exhibited a great sense of curiosity. A colleague remarked that many support people do not exhibit this quality and possess a mentality whereby they do the minimum work required and then go home. Unfortunately, these same individuals then complain about not being promoted.
- "Lynn was a visible performer who was in the right place at the right time." There is an element of luck in career progression.
- All colleagues agreed that Labour Canada was a good department in terms of training. "They have a good record at developing people." Unfortunately, the downsizing has limited this somewhat.

OTHER COMMENTS AND SUGGESTIONS

Lynn and her colleagues had the following comments and suggestions:

- Establish more bridging positions.
- Individuals must conduct good career planning; know your strengths and your likes and dislikes in a job.
- Teach women (and men) how the staffing system works.
- Place more government-wide emphasis on employees being given the opportunity to learn. Are they trainable? If so, give them the opportunity.
- When post-secondary education is stated as a requirement for a position, perhaps allow those without this formal education (but with work experience) to take an exam in lieu. This would allow these employees to get "a foot in the door."
- Women must be aware of the fine line between aggressive and assertive behaviour. Certain situations require aggressive behaviour, while others require assertive action. Know the difference.
- The broad picture is important for both men and women.
- More use of secondments and various transfer/assignment systems. These human resource mechanisms provide individuals with more diverse experience than would normally be available.
- Departments require creativity and flexibility in developing their staff.
- Do not let opportunities for development decrease due to financial restraint. PYs should not be less available to invest in development at the expense of immediate results. View staff development as an investment not as a cost.

CASE STUDY 2

Denise Morin

You cannot just sit around and whine about the lack of opportunity.

CURRENT SITUATION

Denise is currently the Acting Administrative Assistant in the personnel area in the Systems and Procedures Branch of the Canada Employment and Immigration Commission (AS-2). The branch includes about 400 people. Her work entails tracking person-years for the branch to avoid slippage, initiating staffing actions and other personnel administration.

Denise started this job in January 1989. She feels she is still in a learning mode but has already seen opportunities for streamlining the process. She heard about the opening through a friend who formerly held the position. The job required a strong personnel background, which she had with 18 years in the personnel area (staffing, pay and benefits, and staff relations, through the union). Her current supervisor is someone who was her supervisor previously; he was a staffing officer when she was a staffing assistant.

Her current supervisor notes that he chose Denise for this acting position because he was aware of her work habits (thorough, accurate, methodological), personnel experience, honesty and loyalty. In addition, he knew that her personality matched his, that she was a hard worker and, finally, that she was dissatisfied with where she was.

CAREER PATH

1960

After high school graduation, Denise began working as a clerk at Metropolitan Life, working her way up to a supervisory position. She had grown up in the Ottawa area. She considered working for the Government but, "in those days, women could not have a child and work in the public service."

1967
She moved to a smaller company, an insurance broker.

1970
She quit working for a year, in a bid to save her floundering marriage.

1971
Back on the job market, after the failure of her marriage, Denise moved to Toronto. She did not "know a soul" there but felt the need to break away. She worked a short time in a photo development shop then responded to an ad for administrative work at National Life. She knew insurance and was successful in obtaining the job right away. She remained in the job about a year but ultimately decided to move back to Ottawa. She wanted to be closer to her family. Indeed, she moved in with her aunt.

1972
At first, she did not feel any pressure to get a job. Her expenses were light as she was living with family. Finally, she decided to look for a job in Ottawa. She went to Manpower and was referred to the Unemployment Insurance Commission, Pay and Benefits Section as a CR-3. She was hired right away. Denise worked in Pay and Benefits a few months then moved to Manpower Planning for a couple of years.

1974
The staffing supervisor asked her to move to Staffing. Denise went there as a CR-4 and worked the next seven years as a Staffing Assistant. After a while, she realized she wanted to go further and applied twice for competitions to become a staffing officer. She met the knowledge and abilities criteria but not the personal suitability factors. It was explained to her that she "was not ready" for the work of a staffing officer and that it was "too big a jump." She had acted as a staffing officer for six months, doing the full load, "but with no recognition and no acting pay." In retrospect, Denise considers that part of the "problem" was her reputation for being outspoken, for calling "a spade a spade," and that management was concerned she would not adapt. They felt that she would not bend the rules.

Denise met the man she would marry about this time, and the "romance" took her mind off other things. She made a lot of life changes around this time and was "lazy about her career."

1980

When she did not get the staffing officer position, she applied to go on language training. She was successful on language training. When she returned, she asked for a transfer to another area.

1981

Denise began working in Pay and Benefits once again. She really liked this work, finding it particularly satisfying to respond to employee requests for information, a task that many of her peers did not like. According to Denise, the work was stimulating, "never a dull moment."

In this position, unlike earlier Personnel Branch positions, Denise was no longer excluded from collective bargaining. While she did not see herself as a unionist, in the old blue-collar style, she recognized the need for the union. She decided to get involved because she considered the current union executive, at the local level, was not meeting employees' needs. She was quickly elected Local President. It should be noted that these events occurred just after the CR strike in 1981.

1985

She was elected as the alternate National VP of the department component of PSAC. Denise believes that the union VP she worked with was excellent and that she learned a great deal from him.

1986

Denise took over as National VP of the component. In this role, she had a lot of interaction with senior managers/executives in the Department and learned not to be intimidated by them. She feels many clerks are intimidated by senior managers. She found the work very strenuous, and took it all very seriously. She considers that men often do these high visibility jobs with a view to their own advancement. She never gave that view much thought although she now realizes that the experience has positioned her well. She feels she learned a great deal about herself, her values and her convictions during this period. She realized that she had to maintain realism and balance in defending employees' interests.

1989

She made the decision to leave Pay and Benefits because there had been an AS-2 competition in the area, and the most junior person was selected over others with up to eight years experience. The position had always been "English only" but was staffed bilingual C-level imperative. The person who was selected for the job was a Francophone. The poster was only put out after this person had acted for eight months. This was the "straw that broke the camel's back" and she decided she could not go back to that group. Fortunately, the opportunity in the Systems and Procedures Branch came up at that time.

TURNING POINTS

Looking back, Denise saw a number of turning points in her career:

- The breakdown of her first marriage was a personal turning point that impacted on her career, spurring her decision to move away from Ottawa.
- Her failure to win the PE competitions signalled a barrier in that career path. It led to her move into Pay and Benefits.
- She considers that her union involvement was an excellent, invaluable experience. She took the training offered through the union. She feels she mastered a great deal during this period and that the activities truly "strengthened her, as a person." She learned how to run meetings, how to work with groups of people, how to handle grievances. Her approach was to try to be as objective as possible. She recognized the need to balance the concerns of the individual worker against the rest of the group.
- She considers the current acting AS-2 position to be her long-awaited big break. She had not been trying for a promotion recently, because other things had occupied her attention. "This is a real opportunity."

Ultimately, Denise sees herself becoming an executive assistant. She does not want to move towards a policy role.

PERCEIVED BARRIERS

From Denise's perspective, there are a number of barriers that confront women in the public service:

- Classification structure. There is a big gap between CR-4 and PE-3, for example, and very few bridging positions.
- Absence of a good, realistic appraisal process. The present appraisal process is wishy-washy. It does not provide valuable, realistic feedback. She points to her inability to win the PE-2 competitions. Her appraisals had never given any indication that she would not be suitable. She feels she "beat her head against a wall."

- Own perceived dislike of being a supervisor. She is not a "control-oriented" person and does not like having to scrutinize other people's work. She expressed the need for good training in supervisory skills. It should be noted that Denise's colleagues and former supervisor did not share her own view of her "lack" of supervisory skills. This discrepancy is particularly interesting in light of her comments about the appraisal system.
- Complete lack of career counselling. This is particularly noticeable in a department that is responsible for employment equity and for counselling workers.
- Getting too comfortable. A comfortable job can trap a person in a female job ghetto. She recognizes that there is a price to be paid to get ahead. "You have to take chances, invest a bit more of your time in things like outside courses. Men do this regularly and women have to do it too. You cannot just sit around and whine about the lack of opportunity. You have to make a decision and follow through." She points out that her own husband went back to university to complete his degree at night. Women have to do these things too.
- Staying too long in one job. This is an extension of the risk of being too comfortable. Denise feels she should have moved earlier. It is important to stretch yourself, to take on challenges if you want to get ahead.
- Family responsibilities. Denise has no children from her first marriage. A step-child from her second marriage (teenager) came to live with her and her husband in the early 1980s, thrusting her into a parenting role unexpectedly. She also has extended family responsibilities. Denise notes that her husband does his fair share of household work: cooking, cleaning, etc. She considers this sharing of chores to be a real advantage, commenting that women who insist on guarding their roles as "chief cook and bottle washer" at home inevitably do not have time to invest in their career. While this is a fair choice and should be respected, she feels that some women do not recognize the choices they are making.

One of her former supervisors added that Denise, at that time, did not look at "the big picture." For example, with regard to certain tasks, Denise did not know the rationale/legislative authority and more importantly, did not seem interested in knowing. This characteristic may have affected her chances in those days.

PERCEIVED FACILITATORS

Denise sees personal characteristics as key facilitators in her career progression:

- she is decisive and sticks to her decisions;
- she finishes what she takes on; and
- she has a good sense of humour.

Her colleagues confirmed this self-assessment.

Denise also considers that a good education is essential. In her day, it was not assumed that women would attend university and there was little career guidance for girls. This has changed dramatically. She took university and college continuing education courses. She found the class size in university courses intimidating, at that time. She wishes she had been more confident at age 18 and had stretched herself more.

She considers that access to training and development is important, especially for women. For example, she feels she needs computer training now.

MENTORS

Denise considers that she had several important mentors:

- The union VP, Gord, is the most important mentor. Denise really admired him and his style. She learned a great deal from him and their close working relationship. He coached her. However, she recognizes that she is not like him. He is much more "laid back" while she feels she is often very blunt, forthright.
- Lyse, the Staffing Officer, gave her opportunities to learn. Denise believes that Lyse recognized her capabilities in the CR-4 position. Her current supervisor is also very supportive but there is not the same rapport she had with Lyse.
- Mark, a former and current supervisor, has offered guidance at several stages. He notes that this is not always conscious. He sees men acting as mentors for other men more often.

ROLE MODELS

Denise's mother always worked outside the home. Her mother had to work to provide for the family as Denise's father was disabled when Denise was very young and thus unable to work outside the home. Her mother taught her to be self-reliant, "not to expect someone to take care of her." On the other hand, Denise notes a distinct absence of good role models later in life. As a result, she feels it was hard to work out paths to follow.

NETWORKING

Denise perceives networking as essential. At one point, following an in-house training session, she tried to establish an informal self-help network among administrative support staff. The idea was that they would meet over lunch and provide support and advice to each other on career matters. A senior woman in the Department offered to provide advice to the group. For some reason, it never really got off the ground.

COLLEAGUES' PERSPECTIVES

One of her mentors offered these comments on Denise's career:

Denise was the President of the largest local in National Headquarters (NHQ) — 500 members from personnel, finance and the administration area. Gord considers this local was the most diverse and thus "hard to manage." As the President, Denise had two or three vice-presidents and a number of stewards working with (for) her. During this period, Gord was the National VP. Denise succeeded him, with his encouragement, as the National VP of the department component.

He would explain in detail his decision-making process, include her in all meetings and ask for her valued opinion. This close working relationship with Denise was not fostered with the other local presidents. Denise and Gord usually talked every day regarding one issue or another. The proximity of their offices, same building but different floors, allowed this continual communication and sharing of information.

He explains that he provided this guidance unconsciously. He liked Denise, on a personal basis, and felt she was very bright and qualified and thus took an interest in working with her and providing assistance.

According to Gord, Denise's work with the union involved many different areas: planning union strategy/approach, health and safety, employment equity and any key issue that the members or management addressed. As union representatives, Gord and Denise often had to meet with very high levels of management within the Department, for example, ADM, DM. These contacts would never have occurred in their non-union positions. This level of contact has assisted them both in acquiring valuable work experience and self-confidence in dealing with superiors.

He considers that the union work provides good on-going informal training. "You learn how to deal with various types of people and situations, from upset members to hostile management. As a leader, you learn to balance the employer-employee picture. It is a skill to be able to get an employee to tell you the story without having him think you are questioning his story or taking management's side. The individual is on the defensive but you are aiming to uncover the whole situation, the real truth."

Gord notes that Denise's position in Pay and Benefits put her "at the hub of the action." If she saw a policy or procedure being ignored or changed somewhat she would let the union know. As a result, she was viewed a "royal pain in the ass" to everyone in the Department. He notes that she lacks diplomacy. Gord has told Denise that she must learn to be more diplomatic if she wants her career to progress. Her "big mouth" is advantageous in a union position and beneficial for union activity but it is not appropriate everywhere. Indeed, he advised her to keep her mouth shut.

He considers that a barrier could be her union activity. It is hard to differentiate yourself from the union once you have played such a lead role. Any identification with any specific issue can result in an individual being typecast. Gord notes people still see him as affiliated with PSAC even though his involvement was discontinued many years ago.

Having been National VP, Denise is known across the Department. This reputation is both a hinderance and a blessing in terms of career progression. He recommended to Denise that she get out of the area where people know her. It can be easier to disassociate your union involvement if you switch areas where people are not aware of your past work.

In a more general way, Gord noted that there is a stereotyping in occupational terms in the public service ("once a CR always a CR"). He does not know how this could be removed.

OTHERS

Denise's former colleagues and supervisors provided this perspective on the environment of Denise's early career:

CEIC was created, with the passage of Bill C-27 in 1977, by integrating the Unemployment Insurance Commission and the Department of Manpower and Immigration. With this amalgamation, it was decided that no one was to be declared surplus. Thus, there were too many people for the amount of work. People sat idle. Everyone tended to be territorial and guarded their jobs. During the amalgamation, careers were put on hold. Denise was not alone in encountering difficulties at this stage.

There were eventually competitions for positions within the new organization and all the staff knew there would be winners and losers. The working environment was "loose" in terms of distinguishing between the chiefs and support staff. Not everyone in the Department was comfortable given the amalgamation and unclear lines of duties. There was little distinction made between these levels which, in this individual's opinion, can lead to trouble. "It can be difficult for managers to implement decisions if they have become good friends with their staff."

A colleague from Staffing notes that there were too many PE-1s at that time and thus little room for development. She considers that Denise resented the ATs that were still brought into the Department. Generally the ATs were not well-received given the over-crowded and limited opportunities in existence. "People have to realize that new blood and bright, young, well-educated people are a benefit to the public service. In the long term their benefit far outweighs the internal promotion problems. These individuals are on training programs and often leave after it is completed."

One of Denise's former colleagues considers that CEIC did well for its employees at that time. If anyone did compete for another position elsewhere in the public service, and was successful, CEIC facilitated the move.

Another colleague noted that there are distinct organizational cultures that shape behaviours. He believed the UIC side of the Department was perceived as "efficient and people-oriented" while Manpower had a "bad reputation." He thought the UIC staff were under the impression that they would teach Manpower how to be more efficient, effective, organized, etc. His opinion was that Manpower was not accustomed to pressures, deadlines, and that the staff merely did not have the dedication that UIC staff had. "You can spot a Manpower employee a mile away even today." Denise's "roots" in Manpower may have been a disadvantage, in his opinion.

He notes that Denise's family situation also "interfered" in her early career. Denise was going through a very difficult personal crisis. "She was very cranky at work and impossible to work with." He spent many hours attempting to provide the necessary moral support, merely listening. Her private life seemed paramount. He feels she was not thinking in terms of a career. "Denise was (and is) insecure about life and herself."

Another colleague also noted that Denise was unfocused generally at that time, especially in terms of her career. This individual did not think Denise had the discipline to go after what she wanted. "Denise was of the opinion that management should do something for her." She "deserved" a good job.

Several people noted Denise was not a militant union activist but constructive. She was logical and management was able to talk to her and together they were able to reach decisions. Denise's union involvement made her more pro-people.

OTHER COMMENTS AND SUGGESTIONS

Denise and her colleagues have the following comments and suggestions:

To senior managers

- Establish real bridging positions. This may also include more rotational assignments to give support staff a chance to gain a broader perspective.
- Avoid token appointments of women. "Parachuting women into high-level jobs, which they cannot handle, is damaging to all women."
- Encourage more senior people to coach and develop their staff. This is not done and not rewarded at present.
- Training should be more than learning how to function in your present job. Further development is needed.
- Performance appraisal system must be improved. The system is there but the application is lacking. It is not a useful tool as it now stands. Everyone is "Fully Satisfactory." Results are taken with a grain of salt by managers in regards to promotion. They are "beige," saying nothing substantive.

To women

- Don't get too comfortable. Get out of the rut; be more aggressive in your own career planning. Don't be afraid to ask questions.
- Network, especially diagonally; help each other, informally. "If women are to move quicker, they must network successfully with the right people — those in power."

To men and women

- Take the time to be a mentor. At present, mentors are too rare. Many people are not willing to take that extra time and accept the added responsibility.

- People must realize their potential. "Not everyone can be stars." There is nothing wrong with being a chief, for example, enjoying one's job, doing it well and not wanting to progress any further. One may have reached their maximum work potential.
- Women and men must realize that a career requires careful planning. You must think about where you want to go in both the short term and long term. For example, people should realize that occasionally it is necessary to take a small demotion in order to transfer to a new area/department where there are opportunities for advancement in the long term.

CASE STUDY 3

Wally Clare

CURRENT SITUATION

Wally is currently the Deputy Superintendent of Bankruptcy, Consumer and Corporate Affairs (EX-1) responsible for operations and policy. He feels he is doing the best work in his career. He has made fundamental changes to the program. Despite the resource limits (135 people), he considers that the group has achieved tremendous gains. The organization was recognized by the Office of the Auditor General as one of the best in the public service.

> ***You don't need so many great systems, with a great team.***

Although he is in a senior management role, Wally keeps in touch with the clients by getting directly involved in case work from time to time. He considers this essential. His philosophy of public service emphasizes the delivery of the service to the "real people, with dignity and respect."

Wally feels the future prospects are good. "More opportunities are available." However, currently, he is satisfied with this position, feeling that he has made and continues to make a difference.

CAREER PATH

1964

Wally entered the public service directly after leaving grade 12 at age 18. He entered immediately after the end of the "hiring freeze" of the mid-1960s. There had been virtually no recruitment for several years. The thaw in staffing came with a massive recruitment campaign. Wally recalls that several thousand individuals took the entrance exams at that time. Indeed, another staff member in his area also entered the public service at that time.

Wally began working in the Patent Office as a messenger (CR-1). His duties involved bundling and mailing out patents to 17 different countries. "I was good at it. I pushed my cart faster than the next person."

Indeed, in this job, Wally set a pattern of exceeding expectations that he continued for many years.

Within a short time, Wally moved to the Print Patent Production Unit, where he had to stamp a number on each page of patent documents. There were approximately 500 patents a week, each with about 25 pages. In general, he finished this task in a day and a half. His supervisors were thus in the predicament of keeping him busy for the other three and a half days. He recalls that he sought and was given a range of other tasks and opportunities.

1965

Wally remembers that several more senior staff took an interest in both himself and his work at this stage. They involved him in interesting projects, albeit in a clerical capacity. Often these projects were demanding, but Wally learned a great deal from his involvement. Within a year of entry to the public service he was a CR-3.

1967

Within three years of entry, Wally was supervising a staff of nine people in the Patent Office Library (CR-4). This was a pivotal position for Wally. He learned a valuable lesson in supervision that formed the foundation of his subsequent management development. The Patent Library staff under his supervision included several "problem" employees. Wally thought he would "whip the unit into shape." He established a rigid set of work rules, including having staff ask for permission to leave the file room to go to the bathroom. Most of the staff worked among the stacks while Wally served the public. The staff invariably found ways of "embarrassing" him, such as asking for permission to leave the room while he was serving a client. Finally, he confronted the staff as a group. They told him he was "a pain in the ass" and that they referred to him as "little Napoleon." They told him to back off. Wally listened. He backed off and realized that he still was able to obtain results.

During this period, Wally had the opportunity of participating in a major classification exercise associated with the introduction of the current classification system. He wrote job descriptions and learned about the new system. This experience subsequently enabled him to compete for and win an AS-1 position.

1968

Wally worked in the classification area writing job descriptions. As in his messenger days, he wrote faster than the other people. Indeed, he developed techniques for work groups to collaborate in the development of a series of job descriptions. They would draft generic elements then focus on the specifics. At this stage, he began to realize that he had particular aptitudes for working with groups of people. "You have to treat people with dignity and respect. If you treat them like professionals, they act like professionals."

Wally stayed in this position approximately a year. In this time, he learned a great deal about classification and organizational issues and how they overlap. The organizational issues also inevitably spilled over into operational concerns. On several occasions, Wally was loaned to other organizations to conduct an organization/operations review.

Wally subsequently took on a series of seven or eight progressively more responsible assignments, at higher and higher occupational levels. He worked in both line and staff roles. The jobs often included a heavy "people" component. On the surface, the assignments may have had a systems label, but they generally required careful analysis of the people issues. Wally's experience reinforced earlier lessons. He recalls that he learned he could not get people to do what he wanted. "It just does not work that way. The best plans, strategies, systems and approaches fall flat without the commitment of employees." To some extent, he feels that his ego and drive to achieve got in his way at this stage. He wanted the solution to be recognizably his. "I had not really learned how to work with people and achieve recognition through their success."

1971

Wally began working for Jim, who became one of Wally's mentors, as program co-ordinator for the Corporate Bureau (AS-5). By this point, Wally had done a lot of writing in his brief career. He figured he was pretty good. One day, Jim threw him a book on basic English grammar. "He told me that some of my sentence structure would improve if I periodically used a verb." From then on, he tore apart and re-wrote everything Wally drafted. "But he required material and discussed every change he made and the reason for the change." This was devastating and frustrating. Wally thought Jim was trying to "one up" him. Finally, one day in a meeting with a number of young lawyers from Justice, Jim soundly criticized their "legalese" as being a thin disguise for an absence of content or substance. In contrast, he pointed to Wally, saying that Wally knew the substance and had learned how to write effectively. At first, Wally was angry that Jim had not provided this positive feedback earlier. In retrospect, he realized that his career would have stalled if he had not learned how to communicate effectively in writing.

1974

Wally went to Vancouver as the Regional Manager of Bankruptcy (PM-6). He took on this job as a two-year assignment with a view to learning the technical aspects of bankruptcy work. When he arrived in Vancouver, he met with the Deputy Manager, a person with long-term experience in bankruptcy. Wally offered him a deal: "I know management, you know bankruptcy. Let me teach you the management side and you teach me bankruptcy." This individual must have been at least somewhat surprised to be reporting to someone literally half his age. However, he took on the exchange. He referred to Wally as "lad" but he developed him. He did not let Wally get swamped in the very complex cases. The Deputy Manager could have set traps but he did not. When Wally left, this man became the Manager and, in the final years of his career, received a great deal of recognition.

While working on a personal bankruptcy case, Wally came face to face with the personal causes of bankruptcy. In the process of interviewing the bankrupt about the causes of the bankruptcy, he learned that the man had accidentally killed his baby while drunk, and that this symptomatic incident had contributed to his financial problems. Wally tried to proceed with the interview in the standard systematized format. "It was hopeless. I could not control the interview." That night, he cried. "The systems person in me met the people person in me." This incident raised hard questions about the system in Wally's mind. Later in his career, he has sought to address these questions.

1977

Wally returned to Ottawa a short time later. He felt a real loss in leaving. "It was the first time that I had allowed myself to be myself, without the facade of the supermanager. Working with the people I learned how to be effective without working at it." He thinks he was a very different person from the one who went to Vancouver.

Wally became the Director of Planning and Systems (SM equivalent) in a new bureau in the Department. He took a year of language training, to meet the language requirements of the position. He found language training a challenge in that he was in a class dominated by clerical employees. He felt excluded. It took a long time to get involved. Now, he fondly remembers the friends he made during that period.

The job of Director of Planning and Systems was a sharp contrast with the work he had performed in Vancouver. He was again in a staff organization. It was interesting, but he missed the day-to-day involvement with the mainline business of the bureau.

1984

Wally was appointed Deputy Superintendent of Bankruptcy (EX-1). He was again in a people-oriented role and he flourished. In reshaping the organization, Wally devoted about 15% of his budget to training and development. "You don't need so many great systems, with a great team." Wally delegated authority as far as possible down the line.

Noting that this is the longest he has spent in any job in his career, Wally commented that it also includes the most meaningful relationships. He has learned to enjoy the present. In the past, he felt he was so busy achieving and doing, he did not have time to enjoy.

Wally still keeps his hand in case work. Every year he spends a few weeks doing case work, to keep in touch with the people the program serves and their concerns.

PERCEIVED BARRIERS

Drawing from his 25-year career in the public service, Wally referred to the following barriers to the advancement of women and men:

- The lack of bridging positions can be a barrier. He noted that the AS-1 position he occupied was such a bridge. Wally has deliberately created eight bridging positions in his organization, offering the same training as offered to the external recruits.
- Specialized educational or experience requirements can effectively screen women out of competitions. It becomes a convenient excuse that "no qualified women are available." Wally's own response to this is to create an internal training program: four months of intensive classroom training in enforcement and in bankruptcy practices. "The first wave may reach the PM-6 level this year."
- Not all managers are willing or able to be mentors. Many are too insecure. A colleague of Wally's recalled that she did not actively assume the role of a mentor although other staff attributed the role to her. She did assist women if they came to her with concerns or questions. She would always relay her experiences. She feels that mentoring takes a lot of work and is a big responsibility, thus she did not assume the role.

WORK ENVIRONMENT

In the past, the official receivers (ORs) were ex-RCMP, ex-military, ex-policemen and consequently the role was viewed as being enforcement. Men definitely used to dominate the branch. One female manager explained that she is not a confrontational woman and that she did not enjoy the treatment she received over the years. "I dislike confrontations and grew tired of the comments, insinuations, etc." As more women entered the branch this individual was always willing to listen to the newer women and to help them understand that they were not the only ones encountering these situations.

It was interesting that these ORs do not view themselves as civil servants because they deal primarily with the external environment in the course of their work. They believe they have acquired the respect from the external environment; that is, trustees, creditors, community — bankrupts. Their job encompasses "the best of both worlds" according to these colleagues.

A "team work" approach is present throughout the branch. The ORs described their working days as interesting and diverse in scope and nature.

BALANCING FAMILY AND CAREER

Balance is very important to Wally. He has an active volunteer life, working in the area of drug and alcohol addiction. He and his wife work together in giving a program for couples who have been affected by alcohol and drugs in their family. This volunteer commitment has evolved over the years. Wally is Chairman of the Board and President of Serenity Renewal for Families, which has a client base of 8,500 people including many from all parts of Canada.

Wally's colleagues agreed that it was crucial to be able to balance a family and a career effectively. Their individual circumstances are described below.

Vivian was a single parent of three, and worked two nights a week cleaning houses in addition to her full-time position in Consumer Services.

Heather's husband is very supportive of her career and shares the family and household responsibilities. If this was not the case, Heather could not do the work of an OR. When Heather was a single parent, she was very careful not to be absent from work for family responsibility reasons. She supervised clerical staff at that time and was proud to state that her attendance record was better than all her staff.

Sylvie notes she is away on business a fair amount. She views this absence as a positive factor in her children's relationship with their father. For example, the children, at first, cried that only Mom made them breakfast, not Dad. However, once the children realized that Mom was away, Dad took over some of the duties that the children used to allow only Mom to do. The father-child relationship grew, in Sylvie's opinion. Sylvie also related her father's strong belief that women belong at home with the children. When she was expecting her first child, her father's comment was "now you will quit your job." Sylvie replied that no, she would not quit her job because she was having a baby. When Sylvie became pregnant with their second child, her father again said that now she would have to quit her job. Sylvie replied that no, she was not going to quit because she was having a second child.

All three agreed that women still perform the majority of family responsibilities. Although more spouses are assisting, the overall responsibility lies with the wife.

PERCEIVED FACILITATORS

On the other side of the coin, Wally's comments regarding facilitators in career advancement were:

- He regards the diversity of his work experience and his experience with many different managers as being particularly valuable.
- Wally considers that being able to assess oneself honestly and accurately is essential. In contrast, he feels that most people in the public service are more concerned with image and other people's views.
- He finds that the women are very energetic and committed. Currently, he is running a competition for a senior position and expects that women candidates will perform very well. "The reality is that many women still think and work as though they have to be 25% better" in order to be on an equal footing with the man doing the same job.

SELF-ASSESSMENT

Looking back, Wally made the following candid remarks regarding his strengths and weaknesses:

- He regards his ego as a liability in his early years, although, fortunately, not a heavy liability. "It is a liability of most managers that they need to demonstrate that they have the answers. They don't unlock the capacity of staff." In the same vein, he noted that five or ten years ago, he would have wanted his own contribution to the Auditor General's award to be visible. He has learned to share recognition with 135 people.

- Wally considers his ability to work with people and to develop their commitment as a major asset. Ottawa is a "town of systems people," who forget what the systems are supposed to do. Despite his people orientation, Wally has implemented major systems in the bureau. "We have to be good, slick managers, not for our sake, but so that we can humour the system and free ourselves to do a good job."
- "I prided myself on making hard, effective decisions and insisted on the right to make decisions. Now I don't need to. The staff make the decisions. I affirm or support them. This gives me the ultimate in authority, their commitment."
- Wally considers he was very goal-oriented. In retrospect, he considers that the first ten years of his career were "very punishing" years. He had a drive to succeed and threw everything into it. He feels he missed enjoying the current situation because he always focused on the future. Today, he seeks more balance as quoted earlier.

MENTORS

Wally credits some of his success to the mentors he had:

- Jim, particularly for the development of writing skills and setting standards for planning and evaluating results.
- A former Superintendent of Bankruptcy encouraged Wally to get field experience that was essential for further development. He also showed Wally the need to enjoy life, to have fun in your work and to make the job fun for the people who work for you.
- A male manager, very early in Wally's career, stressed the need to have management values and to assert what you believe in. "Healthy managers have healthy disagreement systems. Because we disagree on a particular issue does not mean we don't like or respect each other. We disagree and that is both healthy and okay in an open organization."

ROLE MODELS

This issue was discussed with the colleagues, who made the following statements:

- Vivian's mother was her role model, although she knew she could never live up to her mother's standards. Her mother was a physician with six children, involved with volunteer work and a very strong, dynamic woman. Her mother was unbelievable — a real "superwoman" before her time.

- Sylvie was one of the first women in many of her positions within Bankruptcy. She did not have a role model within the branch. She did, however, read many women's biographies that she was able to learn from and that made her feel she was not the only one in the world facing male confrontation.
- Vivian and Heather commented that Sylvie was somewhat of a model (inspiration) to them when they first entered the branch.

ROLE OF INDIVIDUAL MANAGERS

In five years, Wally has increased the proportion of women in officer roles from less than 10% to roughly 50%. He did it with a variety of recruitment and development techniques including: formal training and development programs, bridging positions and university recruitment. He consciously did not simply bring in two women managers, which would have satisfied the "target" he had been given. Instead, he began to build a balanced organization, bringing women in at the working level using the above techniques.

He recalls that the men in the organization were upset initially, calling his actions "reverse discrimination." Wally acknowledged that it was a strong affirmative action program and the goal was a balanced organization that could deliver services more effectively. The men seem to have adjusted. A few still may consider it "demeaning" to work for a woman.

At a recent conference of all the case officers, Wally was moved to notice the balance of men and women in the room.

Three women official receivers, who work with Wally, spoke highly of the training and development offered through the branch. Heather's and Sylvie's intensive OR training was viewed positively.

On-going training is also evident; for example, they recently attended a conference concerning gambling and its causes and consequences. In terms of Wally's efforts in Bankruptcy (the hiring and training of women as official receivers), these colleagues remarked that it sets an example for other departments that it can be done. They were very positive towards Wally and his efforts regarding the advancement of women. They called him a "visionary," an "exciting man" and a "future-oriented" individual. Vivian commented that Wally is very supportive of women, "he genuinely likes women, probably more so than men in terms of work relationships." She also commented that he does not feel threatened by women and, in her opinion, his actions are due in part to his healthy relationship with his wife.

They recalled Wally's idea for a retreat of all female non-clerical staff at Gray Rocks. It was exceptional. Sylvie attended this retreat. She felt it was very effective in terms of networking and finding out other women had similar concerns/problems. Everyone returned to work after having learned something about themselves, men and women in general and the branch. The network foundation was put into place.

Apparently, some of the men who were the most negative are now the most proactive supporters of women in the branch. They believe the system itself has improved with the introduction of women. Sylvie and Heather commented that they, as women, were initially fearful in bringing women into Bankruptcy in such droves. They were afraid that if the situation was not handled properly, it could harm all the women.

OTHER COMMENTS AND SUGGESTIONS

Wally and his colleagues also made a number of other comments and suggestions:

- "Work on the women first" — often women have a self-defeating attitude that must be adjusted. For example, Sylvie never assumed she could do a job of a higher classification. Someone had to ask her why she was not entering a competition, "hold her hand."
- Women must receive an equal chance for advancement. Bridging and acting positions are a good vehicle for advancement.
- Quotas do not work. A systems solution will not work. Managers are very adept at side-stepping systems to get what they want. Somehow, managers must develop a commitment to change. "A good manager can walk around the system, but one committed manager will do more than all the systems."
- Often the system designers are the "controllers" of the world. They need to put into place all kinds of controls to ensure things are done their way and inevitably it is the excessive controls and monitoring that defeat the initiative.
- There is a need to convince many managers that the benefit of a balanced organization is a better, more meaningful and responsive public service.
- The development of better opportunities for women in the public service is too important to be left exclusively to women managers. There is a need to involve men in all aspects and at all levels of the initiatives taken.

- Important to support women once they are placed in a "token" position/place. Women cannot succeed in a position without a support network. Do not promote a woman into a high position and then forget about her.
- "Parachuting" women into high positions does not work.
- There is less resentment with bringing women up the ranks, providing them with the necessary training to advance, letting them prove themselves not only to others but also to themselves.
- There should be more part-time opportunities within the public service. A person should not be treated as any less of an employee simply because they work part-time and not full-time.
- Lack of day-care facilities provided by the public service. In comparison to other large organizations, the current public service situation is a disgrace.
- Vivian was adamant that people must recognize that changes to improve the advancement opportunities for women cannot be legislated. It is a change of attitudes that must occur.

CASE STUDY 4

Joanne Martin

When I would suggest asking about industry views, I was seen as a moron.

CURRENT SITUATION

Since the fall of 1986, Joanne has been the manager (SM) of a division in Industry, Science and Technology that includes responsibility for a highly traditional male-dominated industry sector currently in trouble. The position focuses on a sector that involves extensive industry interaction. Since the industry is predominantly located in economically depressed regions, there is a strong industrial and regional development flavour to the role. The position also includes responsibilities for an emerging industry sector, ocean industries (for example, the Hibernia off-shore oil and gas development), marine equipment and pleasure craft.

It is a very politically sensitive and high-profile area. Any problems in the industry are quickly reflected on page one of the papers and result in questions in the House. There is frequent communication to the political level, with Cabinet documents and briefings. Joanne has an approximate $70 million annual budget under vote 10 and $200,000-$300,000 O&M budget.

Joanne reflects "the pressure of the position can take its toll."

CAREER PATH

1974

Joanne joined the public service directly out of university where she had completed an honours degree in economics. Joanne had worked with DREE as a summer student in 1973 and enjoyed it. She applied for the Administrative Trainee Program, thinking that she would stay only a few years with the public service.

Her first position was in Transport Canada in the area of urban and regional transportation policy as an Administrative Trainee. At that time, the idea was that new recruits stayed at the Administrative

Trainee level for about 18 months. Her supervisor had also recently joined the public service from the private sector. He quickly recognized her skills and offered her an ES-1 position, doing the same work within the policy group.

1975

The demise of the federal urban affairs department and changes in government priorities resulted in a declining involvement in urban and regional transportation issues on the part of Transport Canada. A number of staff within the policy group were reassigned to focus on energy in transportation. The energy issue had really begun to develop at this point. Joanne had her first wide exposure in working with industry at this stage and found it very interesting (ES-5).

During this period, she also organized the Transport Canada in-house energy conservation program. This experience provided her with excellent exposure to administration across the Department. It also helped her to recognize that she preferred a policy role to an administrative role.

1977

Eventually, "the glow wore off" on the energy issue. The policy group was reorganized to an issues oriented "hit squad" of policy developers. Among other projects, Joanne was assigned to work on the Polar 10 Icebreaker project, focusing on the industrial benefits that would accrue from the project (ES-5).

1978

By this point, Joanne thought that she had been in Transport Canada a long time and was beginning to look for something different. A person with whom she had worked in Transport Canada, who was now working in the small business development area, suggested that she transfer over to Industry,Trade and Commerce. She did so, largely to pursue "something new." The work again involved considerable industry interface, albeit with a more entrepreneurial sector.

During this period, she was also responsible for representing the branch and the Department on affirmative action issues vis-à-vis the Status of Women "Employment Action for Women" program and the internal affirmative action program. She considers the credibility she achieved for this program within ITC as one of her significant successes.

The opportunity of a promotion was held out, but never materialized. By this time she had completed an MBA program on a part-time basis at the University of Ottawa. When the reorganization from ITC to DRIE began, Joanne realized that she would have to move out to move up. She saw a newspaper advertisement for a CO-3 position in EMR, in the area of Canadian ownership and control determination of companies in the oil and gas sector.

1982

Joanne responded to the advertisement because of an interest in the energy area and was invited for an interview. She recalls that her interview was at 4 p.m. It was a very "staid" board. She did not think she had much of a chance since she had little technical exposure to the energy sector. However, the nature of the questions was very analytical and she quickly relaxed and enjoyed the interview. She was offered the job.

It was a growth period for the energy sector at EMR. Many young, aggressive people entered the Department at the same time. Management, on the other hand, was older and more traditional. Joanne again was involved in extensive industry interaction. She analyzed the ownership structures of large firms involved in the oil and gas sector, focusing on questions such as who the beneficial owners were, where control lay and financial stability.

In the process of gearing up for the COR/CS (Canadian Ownership and Control Determination) program, Joanne did the final bilingual imperative staffing and ran the Calgary office for a period. When this was complete, she did not feel like going back to reviewing applications and the auditing process, which was about to begin, held no appeal for Joanne. She looked for something else. EMR did not seem to offer much opportunity. She contends that it was very hard for someone who was not a geologist or engineer to find a place in that department, even though the technical specialists often lacked the experience and skills for industry interface.

In all, she had spent about 18 months in EMR. "I was one of the first in and first out" Joanne explained in reference to the Petroleum Incentives Administration. "There was nowhere to go in EMR." Joanne firmly considers that one of the weaknesses of the technical departments is generally their poor understanding of industry and the economy as a whole. Yet her skills in this area were largely seen as expendable. "When I would suggest asking about industry views, I was seen as a moron."

One of Joanne's colleagues from EMR, who also entered the Department (at a management level) during the early 1980s, agreed with Joanne's assessment of the opportunities in that department. Indeed, she bluntly commented "A woman with a career in EMR, that's a contradiction in terms." She feels that the Department's downsizing has had a disproportionate effect on women.

1983

A former colleague from the small business group at ITC, who had become a manager in the food area of DRIE during the reorganization, contacted her and explained that he was looking for a policy person to do government-industry relations and strategic planning. It "sounded like fun" and she pursued the opportunity. She was interviewed by the Director General, who asked her about her experience with the food industry. Joanne explained that apart from eating and shopping "when she couldn't delegate" she had little knowledge of the industry but that she had broad experience in dealing with the industry-government interface.

Joanne spent a very interesting and stimulating two years in this area. Her skills in understanding corporate structures assisted her in analyzing the intricate ownership structures of firms like Labatts. It was a busy period. She was travelling about three weeks out of four.

In the fall of 1984, the issue of industrial applications of biotechnology began to surface, first in the food area. Joanne was asked to write a Cabinet discussion paper. To do so, she set up a task force, involving the regional offices of the Department. She travelled to each region to consult with people and returned to write up the paper. She is proud that she wrote it in one draft then revised it. It went forward from there. This paper "put biotechnology on the map for the Department."

Shortly afterwards she became pregnant and began to plan for maternity leave. When her daughter was born, Joanne took two months maternity leave and worked at home for a third month.

1985

Upon her return from maternity leave, she was again the acting manager, first while her supervisor was on a major trip and then while he was ill. She enjoyed the excitement of the biotechnology issue development but was frustrated in the acting role: "responsibility but no authority." At the same time, it was a good opportunity to learn the management ropes. During this period, the biotechnology issue "really moved." Joanne was involved in setting up an association. She began to realize, however, that the food group at DRIE would not ultimately have responsibility for the development of the technology area. She did not see long-term prospects that the excitement would continue.

In the summer of 1986, as she was on her way out the door to a biotechnology conference in Quebec City, Joanne received a call from the PSC inviting her to compete for an SM position in the marine group. She did not have much time to talk but asked that the background material be sent over. It seemed to be a long jump from food to shipbuilding. However, it also seemed very familiar, due to her experience in Transport Canada and her broad experience with government-industry interaction.

Joanne let her name stand. She figured she did not have much chance as someone had been acting in the position. The interview was on a Friday afternoon. Fortunately, the interview style was "thinking" rather than "detailed nuts and bolts knowledge." The discussion in the interview ranged over socio-economic and policy implications of the industry. It was a "fun" interview, not a strict examination.

Joanne received a call first thing on Monday. The Director of the group asked whether she could "assume" Joanne was still interested in the position. Joanne was offered the job but she had some reservations about accepting it. She felt that she was abandoning the other job. The manager for whom she was acting was still ill, but expected to return. She knew that she could not "go back" to an officer role. She deliberated carefully over the decision. She felt that the manager was a good friend and she did not want to let him down.

1986

In the fall of 1986, Joanne assumed her current position. She had a tremendous déjà vu feeling at first. She interacted with many of the same people she had worked with at Transport Canada ten years earlier. On the Polar Icebreaker project, the main difference was that in the 1970s the focus had been on a state of the art icebreaker, the nuclear-powered Polar 10. That concept had been scaled down to a more mundane conventionally-powered Polar 8. Joanne's focus was again on the industrial development side of the marine world.

FUTURE PROSPECTS

Joanne feels that the path ahead simply is not clear. She had, however, been contacted by a person at the ADM level in DND, who frequently offered advice to people on career advancement possibilities. He commented that her career path appears erratic. "What does this woman want to do?" Joanne realized that she had to make the pattern more visible.

Joanne is currently looking for an EX-2 position but feels she will probably have to settle for an EX-1, at least in the interim. She recently had an opportunity to transfer to three different areas, one of which had always fascinated her. In that instance,the possibility was raised of replacing the director general when he moved on. However, Joanne decided that the position was effectively a demotion, the budget was smaller and the position was less visible.

The high tech area, with its innovation and entrepreneurial approaches, appeals to her. "I am biding my time right now. I am comfortable here and I like the marine subject area. I have good credibility. Marine is not considered a lightweight, fluffy industry."

TURNING POINTS

Looking back, Joanne saw a number of turning points in her career:

- early opportunity to enter the ES group from her AT position;
- acting as manager in the food division during the initiation of a major new policy thrust, biotechnology policy; and
- her drive to do work that interests and stimulates her, "It had to be interesting. You have to enjoy what you do."

Joanne acknowledges that she did not plan her career, at least in the early years. It evolved. Looking back on her career, Joanne notes that it does appear somewhat erratic. However, she feels there is a clear pattern at the functional rather than the subject level with strong industry-government and policy involvement in different subject areas.

PERCEIVED BARRIERS

From Joanne's perspective, the following are barriers that confront men and women in the public service:

- Joanne sees the main barrier as a demographic/structural one. There are fewer and fewer opportunities for advancement with a lot of people in their thirties and forties interested in the positions.
- Downsizing and staffing from surplus lists further reduces opportunities.
- The old boys' network is still very much alive, especially in the "harder," more technical divisions and departments. For example, there appears to be a network among Transport Canada, Fisheries and Oceans and DRIE/IST in the marine area.

- The culture of an organization can pose a barrier to outsiders, including women. EMR is one of the hard-core technical departments. Traditionally, there have been fewer women with the specialized expertise employed in EMR. However, Joanne wonders whether specialized technical background is really an asset or rather an artificial and unnecessary requirement for many positions. The age factor is also important. Departments like EMR were staffed in the 1950s and 1960s, when there were fewer women in the labour force. On the other hand, they had their chance to open up. The National Energy Program brought in a lot of top-notch women: economists, lawyers and accountants. They did not stay. They were never really integrated into the Department. She contends that the entire program was seen as peripheral, a "whim of the politicians."

A former colleague of Joanne's remarked that the socialized differences in men and women are very "powerful." She believes this socialization is a form of a barrier that makes the sexes act and think very differently. She personally does not want to change or acquire male characteristics in order to progress in her career.

This same individual agreed with Joanne in terms of the demographic/structural barrier. She finds there is no room for advancement in her current department. Her experience has also led her to conclude that lateral transfers do not always provide the career recognition one would hope.

A colleague of Joanne's with many years of experience in Transport Canada mentioned that the Department often brings in people from the outside to fill higher level positions. This is very "disappointing and annoying" for those, both male and female, in the Department awaiting such a vacant job opportunity. "We often find out a position is filled when the individual shows up at the desk on a Monday morning." In connection to the above, she remarked that career planning is non-existent in the Department, from her experience. Each individual must assume this task alone.

BALANCING FAMILY AND CAREER

While balancing her career and family responsibilities takes a lot of energy, Joanne feels that there is a compensating set of rewards.

Joanne has a full-time nanny. Until her daughter was 18 months old, her mother-in-law stayed with the family. Part of the challenge in balancing her career and family is that Joanne really enjoys her daughter's company. "I try not to take work home, but I cannot always avoid it. Things like appraisals and work plans almost invariably have to be done at home, in the evening or on weekends or holidays."

A colleague of Joanne's remarked that women are still the primary care-givers in terms of a family. The majority of the responsibility rests with the woman. She could not think of a couple where the man assumed at least half the family responsibilities and duties.

Another colleague mentioned that it was interesting that all the women in her department in upper management did not have children.

One of Joanne's former colleagues expressed great admiration for Joanne's capacity to handle diverse demands so effectively. She considered Joanne a truly exceptional person "Did she tell you she was trilingual? She learned German after she got her MBA."

PERCEIVED FACILITATORS

Joanne was adamant that hard work and the willingness to go the distance are critical success factors for career progression. Joanne recalled her farm background and the fact that she learned independence and self-reliance at a very early age. She was always involved in farm work, out of economic necessity. Joanne remembers driving the tractor when she was not yet strong enough to steer it around the corners.

Joanne was the second of four children and considers that she was somewhat "invisible." She always tried to earn her father's respect. It made her a "closet perfectionist." She learned to be extremely conscientious and time sensitive.

SELF-ASSESSMENT

Joanne attributes much of her success to the following strengths:

- breadth of knowledge: "I read widely and think widely";
- broad exposure to industry-government relations;
- extensive understanding of industrial and corporate strategies and cultures, she sees both similarities and distinctions across industries, — "Patterns recur";
- very good writing and analytical skills;
- strong oral communication skills;
- good delegation skills: "I encourage independence in my staff. I am not going to tell anyone how to suck eggs"; and
- team style.

A colleague remarked that Joanne was a good example of an "ambitious and career-minded individual."

MENTORS

Joanne does not like this concept. On the other hand, she feels it is always important to work for a supervisor you respect. This has always been a factor for her in looking at career options. Joanne considers it very important to seek out managers whose skills she respects and from whom she can learn.

One colleague, who had a negative experience with a mentor, explained that she may never be "real enough and trust enough" to find a mentor again. She is not sure if she would "risk it again." However, she has helped some of her staff. For example, she assisted one male staff member to overcome a racial barrier. This individual is progressing well and she is very pleased and excited for him.

Another colleague, who had never experienced a mentoring relationship, pointed out there are good and bad mentoring relationships. She remarked that the individual should ensure that the person they are promoting is qualified for the career progression. She has seen instances whereby an unqualified individual received promotions based merely on "who he knew and who had taken him under his wing." This individual's promotion had a negative effect on morale in the Department.

ROLE MODELS

Joanne considers that she had virtually no role models when she was young. She tries to offer a role model to others.

COLLEAGUES' PERSPECTIVES

Diane, a former colleague of Joanne's who entered the public service around the same time and is now also a manager, was candid in describing the environment in her area of a large technical department. This individual spent approximately four years in a particular area that she described as "male chauvinistic to the extreme." At that time, mid-70s, Diane recalled that this department was dominated by "ex-military" male personnel who had an "authoritarian view of the world."

Diane entered this department as an Administrative Trainee with relatively little work experience but a formal university education. She began to work for a male director who provided her with valuable work experience and "I accepted him as my mentor." He was quite helpful in the initial stages of their work relationship. Unfortunately, he eventually "propositioned" her and when she refused he began to "make my life hell." She recalls being very naive at the time. She was unaware that she could approach the union and she was disappointed with the reception she received in Personnel when she explained her situation. Personnel's reaction was basically "tough." This treatment from her director continued and Diane acquired bleeding ulcers. She remembers feeling "how could this be happening to me?" She was shocked and felt she had no one to talk to. She became the "black sheep" of the group and no one would associate with her. In effect, her director ostracized her. She recalls the day she received a new position outside of the Department, "I hung up the phone after receiving the job offer and shouted ecstatically "I'm free." Her director never said good-bye to her when she left.

Diane also described the "ageism" that was apparent in promotions. She remembers being told she was "too young to be classified as a PM-5." Her position, at the time, was a PM-3 and classification audits of her position gave results of a PM-5 level; however, her director was determined to keep the position at only a PM-3. He was successful in this regard.

Another situation Diane described involved a project she was co-ordinating. A number of people were responsible for providing her with sections of the project. One individual, a male, "patted me on the head and said he was not ready to give it to me." This individual told her boss to "get your Girl Friday off my back."

In conclusion, Diane explained that in the mid-70s the women in the Department were generally young and inexperienced. They were identifiable and easily differentiated from the rest of the staff. In contrast, the young men in the same situation tended to fit better into the environment, its culture and its characteristics.

A colleague also remarked that her opinion is one of "diminishing returns" when it comes to women working extremely hard in order to succeed. From her experience, she has seen many women burn out far more quickly than their career progresses.

Another one of Joanne's colleagues, currently an EX-1, agreed with that assessment. Although she has invested long hours in her career, she is now considering options outside the public service.

OTHER COMMENTS AND SUGGESTIONS

Joanne and her colleagues had the following recommendations:

- Women must have stamina and remain cool and professional in all their business matters. Women must find problem-solving routes that are professional in nature.

- System will not deal with people who are not team players.
- System must "treat people as people and work as work."
- Women must "appear to be on the inside."
- Men must not continue to regard women as threats but rather as healthy and worthwhile competitors.
- Both men and women must look out for themselves. Career planning and progression "is up to you personally. Departments are passive, vacancies often not advertised and personnel often plays an inactive role."
- Base promotions on the candidates' qualifications and experience and not on who they know.

SELECTED COMMENTS

PROVIDED BY RESPONDENTS TO QUESTION 47

I would first like to say thank you for asking my opinion. I hope my comments, along with those of the other respondents, will provide some hints as to how to eliminate these barriers to advancement.

Advancement in the public service (once on permanent status) is primarily through competition and appointment without competition. The competition process is very often lengthy and time consuming, so personnel staff will often fill a position through exclusion order rather than go through the whole procedure. I believe there are vacancies to which I could advance but which are being filled by persons hired under the exclusion orders. I suspect also that a great number of competitions are open only to indeterminate employees within a particular department. I am not permitted to compete with another CR-3 government employee even though we both work for the same employer. It appears to me that the competition/ transfer/appointment system could do with a bit of revamping in order to encourage people to move up.

Training — In my office we are expected to train ourselves, beyond the first introduction to the system. Being shortstaffed, training beyond the point of "enough to be productive" is not provided. (For example: a new computer program is brought on-line, a manual is printed out and everyone is expected to learn it in a week.) It takes a longer time to learn on your own and sometimes critical points are missed. This is not "developmental" training, but if people cannot handle a program they have been working with for a year, and their Personal Evaluation Report (appraisal) reflects this, the opportunity for advancement through competition is diminished by their rating.

I believe that the return on training funds investment is high enough to make it worthwhile.

A more rigidly enforced training system might ensure that each individual becomes competent enough to advance. The biggest reason is lack of training funds. I believe that the return on training funds investment is high enough to make it worthwhile.

Classification — Why is the CR group only split into seven levels? Duties of a CR vary considerably. All office-type work is not the same, especially since the installation of computers. My job description rating is already at the top of the CR knowledge scale and I am only a CR-03. I am now doing work which in the private sector is being paid $6,000 - $8,000 more annually. The private sector can fluctuate, but the CR rating scale has not been modified to reflect changing technology and new work procedures. Getting the classification rating for my position changed has been an inter-sectional nightmare lasting since before I took over the job. There is also no standardization across the country, let alone equal pay for work of equal value. My current classification rating prevents me from being recognized for what work I really do, especially when being considered during competitions (for example: "She's only a CR-03 and she is going for an AS-1 position?"). I would like to add that I have never found advancement limitations based on the fact that I am a woman. I have found "the system" more inhospitable than the people.

Managers should not be allowed to refuse a person's request for the advancement courses they desire. In my field I just slide back down a hill because I'm not being kept up-to-date! Yet the men get the courses!

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In my particular situation, my male supervisor knows that I am necessary to the operation as I am told I am "the brightest, the smartest, the one with the most experience." However, this is only when problems arise and I am therefore the only one to "fix them." The rest of the time I am ignored and not included in any office matters. There is another female co-worker who experiences the same type of harassment.

As I am an active member of our union, I find that management will hold this against you whether you are male or female and label you as a "disturber."

I find that management feels threatened or is insecure with employees who show initiative, who are intelligent and ask management "Why?". Management is much happier with employees who agree with them and do not question; I would like to think that workers should not have to behave like sheep to work comfortably in their jobs.

The social barriers that have been established for years still must be overcome. These include — women can only do the typical "women's jobs" and certainly can't do a man's job; that men are supervisors and managers because they are smarter — these must still be overcome before we have a compatible working situation.

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I would like to see more training courses offered, and not be denied training because of operational requirements. Some areas in our department receive all training being offered, but I have often been denied, or not been told of training courses being offered simply because the workplace could not afford to let me go.

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In the past, I have applied on internal competitions for other categories, in particular finance and administration (FI-1/FI-2). There's never a problem qualifying from an educational standpoint, having an accounting designation, but I'm always screened out for lack of experience. I'm not saying there aren't more experienced individuals, especially those working in the area, but what I resent is the fact that:

(i) I don't even get an interview.
(ii) Although I may lack "specific" experience in relation to the position, as an auditor I work in the business community and have experience and training in accounting and finance.
(iii) The knowledge and experience required in my position is easily comparable to the competition applied for (FI-01/02) but this does not appear to be taken into consideration at the initial screening of applicants.

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First of all I strongly disagree with this visible minority stuff. A person should be hired according to their education and capability of handling the job. Secondly I feel literature should be passed out amongst federal servants for job postings, i.e., what the job details are. As well there could be special "federal" courses that a federal employee could enrol in for future advancement or for better inter-office skills.

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I think the practice of appointing persons from outside the federal public service is a barrier to all men and women already in the public service. This has already occurred in my own office. An outsider has been appointed to a PM-2 level on a six-month term which will probably go up for competition after this period. I feel it is most unfair as there are probably plenty of PM-1s and possibly PM-2s who would have loved the opportunity which is denied to them. The particular PM-2 position was created for the lucky person. The qualifications of this person are by no means out of the ordinary and I feel that the same work experiences may be shared by many already in the public service seeking a promotion or transfer.

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Basically, I feel employment opportunities in the public service are fair, albeit not always in some circumstances. The term "Government of Canada is an Equal Opportunity Employer" brings out giggles of mirth at times. However, not to belabour the public service, I truly believe it tries hard, and it should be noted that there will always be instances whereby a competition was not run by the rules, or will not be run in accordance with scrupulous fairness. The trick is to see the unfairness before it happens or after a competition has been conducted, nullify the results if any anomalies appear. However, do so more swiftly, don't lag or hold back, as has happened in the past. All that happens is you get disgruntled, discontented competitors.

In regards to women not being considered for promotion, this is one area that the Government has made great strides. In the department I work in, the top public servant has been a women for the past 35 years, until recently when a male won the last competition. As a male, I do see sexist behaviour towards women; at one time it was outwardly stated, where now, because of a new set of watchdogs, it is done deceptively, ever so subtly most times.

When referring to visible minorities, or the disabled being left behind in the promotional arena — I can't speak or write with any authority regarding the disabled, but I have worked closely with three people who are considered to be a part of the visible minority sector. When a form asking people who are members of a visible minority to identify themselves was circulated, it set off a set of mixed reactions. All three on first look at the form considered it to be downright insulting, and on second and third look had not changed their opinions.

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I am employed in DND as a technician repairing electrical, mechanical, and optical instruments. Barriers to advancement I feel are in the lack of specialized training — technical courses related to the trade that are not available to the civilian work force.

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I feel that the competition process in the public service can be a barrier to advancement. Some of the questions asked are so detailed that one can't adequately provide the answer unless the person is already working in the position. Also, some of the personnel sections of certain departments are not very helpful in providing information regarding the position and the department itself. As well, I feel that I'm stuck in the middle at times when applying for officer-level positions. For example, when I graduated from university, I was told that I didn't have the required experience for the officer-level jobs. Now that I have acquired some work experience I have lost most of my post-secondary knowledge due to lack of application on the job. I feel sometimes that I am always one step behind, either lacking experience or knowledge. However, I am neither discouraged nor upset because I believe in myself and my ability and I know that eventually I will be promoted to a higher position due to sheer hard work. I want to make a difference as a public servant and I'm doing just that everyday, no matter what position I'm in.

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Other people are constantly being treated unfairly and not given opportunities. File a grievance and watch your opportunities go down the tube. Speak out or disagree with management and you are labelled a rebel/radical/troublemaker.

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Restyle the competition system. Give more consideration to employees with longer-term, satisfactory work records and assessments. Sometimes younger, short-term employees have the advantage when it comes to written competitions, but they do not understand the running of the department and they do not have the work experience or the leadership ability required for the position.

Quite often the training of this inexperienced employee falls back on the more experienced employee who was at a disadvantage because of a written competition. This situation does not serve the department well.

A common complaint in the public service is the shortage of developmental opportunities, such as associated trade courses, and for those employees with the desire and the aptitude, administration courses — stats reporting, supply procedures, etc. Many times, due to changes in management personnel, employees find themselves in a position for which they are not prepared.

Sometimes managers and supervisors are backwards about imparting their knowledge and information to subordinates — I assume they don't want their subordinates to be as knowledgeable as they are. This reflects a lack of confidence and may create a lack of trust in subordinates. This is not good enough.

Employees that are kept well informed are better able to understand unusual situations and requests when they arise. This leads to better labour/management relations and therefore leads to the job getting done better and more efficiently.

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I believe that although it may be more difficult for women to obtain positions and advancement in non-traditional occupations, the affirmative action program hires or promotes candidates that are not as qualified as their male counterparts. This promotes resentment in the workplace against women in these positions, and is self-defeating as some of the people hired simply cannot do the job. All candidates should be hired solely on their merit.

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I have worked for both the RCMP and Employment and Immigration in a clerical capacity, and after a total of eight years in the public service, it is apparent that it is much easier to advance in certain departments.

For example, in the RCMP, a public servant can only advance if he/she is willing to work in an urban area or regional HQ.

Further, in the RCMP, men, predictably, occupy most of the management positions which, in some cases, costs taxpayers a lot more than I feel is necessary. For example, at HQ, women could be handling much of the workload that is assigned to constables who are fresh out of depot division.

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Personal life styles should be kept out of advancement, i.e., golfing with the right people, associating with the "right group."

Reasons for advancement should not be that you've sobered up and joined AA or that you're in a minority group. It should be that you've proven yourself to be capable and responsible on the job and have conducted yourself in a professional manner.

Since Correctional Services Canada (CSC) is a human endeavour, staff should not be held back because of lack of education. Many people who did not complete grade 12 or university have the ability to work with others and are very capable people. They have got years of experience in dealing with a wide range of people and have a wide scope in job related functions. Through raising families and dealing with the work force and being involved in community work they have a lot to offer CSC. Younger staff may have the book knowledge but no common sense. I think a cross section of each would be a better balance. Offenders often seek out the more reliable, older staff rather than the educated younger staff because they feel more comfortable with them. They can relate to someone who has had several jobs and raised a family and can deal with them in a "common sense way." If they try to force them into a book mold the relationship will fail.

I've usually found younger staff have all kinds of theories about offenders when they come in, but know very little about human nature!

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The "merit principle" is not followed in a substantial number of competitions (particularly at the senior levels).

There is too much emphasis on "quotas" rather than staffing based on qualifications.

Performance appraisals and work references should have much more importance in staffing.

How many people are really bilingual? This applies to both English-speaking and French-speaking people. Is the money spent on language training being wasted?

. . . . .

I believe that people should be hired according to their skills, experience and past performance and not because they are women or a visible minority. It has become a major disadvantage to be a unilingual English white male. That's not fair.

. . . . .

I am in the management category in the Government. I am also in a specialized technical field. Being a women I now have three major strikes against being promoted — in spite of the fact that I get superior appraisals and am bilingual to level B. The SM/EX levels of this department are 85-90% male. The informatics field is 99.9% male, the management completely male. Men at senior levels hire men and are reluctant to hire women managers. Women who act like men are more likely to get promotions.

Women who act like men are more likely to get promotions.

. . . . .

It seems in our department when someone is interested in a certain area, management seems to make sure you don't go near that area. Instead of putting them in areas they like, they put them in areas they hate or do not like very much, giving the workers low morale, which is a very bad problem in the public service.

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Language training should be more easily accessible as it is a prerequisite to promotion in most government offices.

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Who you know is important — some people naturally get along better with people and know how to multiply their contacts. Others may have lots of abilities and knowledge but don't know how to use them or get along with people.

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Competitions are restricted within a department or region.

Pre-selection of a candidate through appointments to gain job experiences.

Eliminating candidates through screening for various reasons to support pre-selection.

Judging of qualifications by candidates not investigated.

Board questions may favour certain candidates, reinforcing preselection.

Marking process of competition may be biased.

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In my opinion, the Government's policy on equal pay for equal work is great. But to hire, for instance, women, simply because a quota is required, is ridiculous. All I can say is that if I owned a company, I would hire the best skilled people I could find. I would certainly not hire women or minority groups simply to fill in a quota.

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Merit and job performance are very important factors to determine advancement. Personal feelings regarding an employee should not be allowed to be considered in job competitions. I also feel that the personnel department should have to be present on all boards so as to eliminate favouritism on boards. I also feel that if the employee for the job has already been selected by management that a competition should not be run. This costs the Government several thousands of dollars per year on wasted boards and truly makes all candidates feel "Why bother."

I feel much research should be considered in the advancement of both men and women in the public service.

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My experience has been very negative. I only stay now because of pension concerns, but I would leave immediately if I found work in a company with a pension transfer agreement.

Initiative and ingenuity are seen as character bias. I now direct my creative abilities toward my private life and put nothing but bare minimum effort into this job. For this I come out with a "Superior" performance rating!

I feel I have done more to enhance my lifestyle and (family) income by assisting and facilitating my husband's career (outside the public service). Maybe other departments are better, but I'm almost too cynical now to bother trying to find out.

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It seems that you have to know someone in authority to get ahead or even get in. I was lucky — I was at the right place at the right time and really did well on the interview. I was a term for approximately three years. But my luck seems to have run out. I've been in the same position for ten years.

Also courses really help to give you confidence and try for better jobs. A chance for secondment and acting is also a very good incentive for women who want to get ahead. Good communication with your superiors would help, but it is sometimes very difficult when it's a one way street. I also find that when you're good at your job they want to keep you there, so it makes it very difficult to get ahead. I work in a very limited environment, so job opportunities are very scarce. When there is a job opening everybody applies for it. So your chances of getting the job are slim, especially if they already have someone in mind.

Budget cut-backs also have an effect on advancement opportunities.

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If a person has been judged (people in our department do a lot of this without really knowing the facts — gossip!) to be like this or like that, because of the gossip, the individual has been established as having a bad reputation, therefore when openings occur that individual won't have a hope in hell if the board members have "heard about he/she."

If an employer does not like an employee only because they just don't hit it off, he gives that employee a questionable or lousy appraisal without even considering if the person is really quite good at what he/she does. Something like this could screw-up a person's career very quickly. I believe that a lot of this goes on in the public service but employers would never admit to that.

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I find it surprising and unfair that an individual can be assigned to an acting position yet is not eligible to compete for the position in question, i.e., SM acting in a DG position (EX-2) while the competition is open to EX-1 and above only.

I have also observed that those in "acting" positions seldom get the position once there is a competition. An acting situation seems to stifle advancement rather than improve opportunities.

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I'm currently with DND. At the present time I have several supervisors — you can imagine the problems that I daily incur. Many of the lower level supervisors in DND would gladly accept more work and responsibility, but if they do they receive no recognition or raise in pay. I have a high school diploma, I am a graduate of technical college and two years of apprenticeship in refrigeration and air conditioning. When you apply for positions in the Government that ex-military are also applying for your chances are nil.

It is an unwritten rule in the Government that ex-military are given special consideration when applying to the public service. You can see how this becomes very frustrating for civilians.

This is not fiction but fact as I have personally witnessed this procedure time and time again. I have personally over the years accepted more responsibility and had my job description written to include these duties, but when it comes time for reclassification the support I need from my supervisors is non-existent.

The pay level and responsibility between military and civilian supervisors is far too wide and unfair. Many times we must train the military to be our supervisors, then they move on and we stay the same.

DND compared to other departments is often under-classified for its civilians and most certainly over-managed. The personnel department of DND over the years has turned to another branch of upper management. This quite often leaves the person feeling in a helpless situation and help other than from the union is non-existent. Overall the morale in DND is at an all-time low — long periods of negotiations for new work contracts, over-management, lack of support from supervisors, wide difference in military and civilian pay, military attitude towards civilians, and no chance of advancement or recognition for civilians have helped turn DND into a very cold atmosphere to work in.

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Lack of real authority, poor morale in public service management jobs — this boils down to not being able to fire people who should be fired. This reality dissuades people like me from accepting a promotion to senior management. This difference in salary (about $7,000 year) is not worth the price of being required to put up with deadbeats and slackers. Please don't get me wrong — I believe most people work best with acceptance and support rather than threats and punishment. But if you can't deal with your hard core turkeys the organization and the people in it suffer badly.

Public service practice is to protect (and overprotect) employees — some of whom haven't earned it. The public service tends to turn itself inside out to make sure people don't lose their jobs. Some of this is very reasonable — I think people should have a reasonable degree of job security. On the other hand when we plug people into jobs just because they don't seem to have much else to do — you block promotional opportunities and the job doesn't get done very well. I have experienced this personally two or three times in the past five years.

Cliques of middle-aged macho managers — I have seen these cliques behave something like a dog pack — treating attractive women as a kind of personal trophy to be won. These people will compete with each other to see if they can get Ms. X to work with them on committee Y, to get them to go to conference Z, etc. In my view, these guys are pretty confused in their need for power and sexual dominance. I guess the less attractive women have to stay on the other side and don't get the special treatment including advancement.

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No support for families, no adequate child-care leave, no positions which allow for flexible work schedule to meet family needs, no real development of useful skills, no opportunities to use skills and experience acquired. Senior women managers carry additional burdens not shared with male counterparts when both have children or are in the process of having children. When both parents work for the federal service some additional support should be given to help support and encourage healthy, happy, family situations.

Those people who do not have children have incentives and opportunities unavailable to working parents. My wife is a professional — (lawyer) with the civil service ... bilingual ... is not receiving/has not received any help from any one. She is underpaid, overqualified. Why, you ask? Lawyers are mostly men. The union is male dominated and older men at that and the Government is an ass.

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... largest barrier to advancement in the public service is the staffing process itself. It takes far too long to staff positions — in most cases six months to a year and in some cases two or more years, particularly where reorganization and reclassification of positions is involved. Consequently, there are a lot of acting appointments, secondments, etc. This gives, I believe, an unfair advantage to those individuals when the competition finally gets completed. Secondly, for those individuals who are acting, because of the time usually involved, it puts a lot of pressure on them to win the job. Because of this assumption a lot of qualified people don't apply which is also a problem or disadvantage. Along with this aspect I would say that there are a lot of serious problems when at last positions are "boarded" etc. The situation now gives a lot of credit to the expressions "who you know" or the "old boys' network." Another major barrier to advancement is the current pay scale within the public service. With each advancement you get an increase in pay corresponding with an increase in job responsibility, duties, etc. However, a point is reached when you go above what is usually referred to as the "working level" within each group where the pay difference between the level you are working now and the level you will be going to is not worth the change. This is a major barrier to a lot of very qualified, top-notch people, who simply don't want to advance because it is not worth it.

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The public service is great at making up programs for promotion and developmental positions, but rarely does the average employee reap the benefits.

Sometimes you feel the more dedication you show the less likely you are to become promotable.

Sometimes the "squeaky wheel gets the grease." If you do not have that kind of personality you feel you lose chances that you may or should be entitled to.

If personnel is a department that offers a means to get promoted or seconded why have they not succeeded in responding or acting on my requests?

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A barrier I've noticed in my particular division (shift work) is a lack of co-ordination/communication between supervisors. This makes it very difficult for employees to effectively perform a job when each supervisor has different expectations re performance, how a job should be executed, employee requirements, etc. Therefore an employee's evaluation may vary according to which particular shift superintendent did the evaluation and how successfully an employee manages to figure out each supervisor's particular "nuance, requirement, etc." and then co-ordinate these expectations to "always be meeting the supervisor's interpretation of our job requirements."

A barrier other women have faced has been women with new children being placed in shift work positions when they have specifically requested to work "straight hours" for a short period until the baby can more easily be adapted to the parent's absence.

I have personally experienced and have had several other female officers relay to me experiences of sexual discrimination in the workplace. My experiences have involved not being taken seriously, having my enforcement decision/action either questioned or taken over when a male officer (same rank and experience) who made the same decision was not questioned at all. (My original decision/action was eventually determined to have been the correct one to take.) I have also been in meetings and discussions with all male supervisors where I and the other female officer I was with have been completely ignored and if we made suggestions they were not listened to — only to be brought up again later by one of the male officers and this time listened to and acted on. During such a "meeting" the other female officer and myself were referred to as "the girls" while the other (male) officers were referred to and acknowledged by name. My female colleague and I discussed the experience with very open minds and determined that we were experiencing actual discrimination and were not "jumping the gun" to cry "discrimination" because we're women. This is just one example reflecting similar experiences I have witnessed or heard of women having to deal with — on top of dealing with the regular challenges of the job and officer/management relations.

I have however, found that most fellow "male" officers I work with are very fair and treat others according to performance not sex.

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The barriers I face are:

The "buddy system" — employees get acting positions because they are in with the supervisors.

Knowledge — too much emphasis is placed on knowledge in the competition process. If an employee is "groomed" for a position, it is virtually impossible to beat his/her knowledge hence I lose. The emphasis should be placed on one's ability to learn and perform.

Dead-end careers — because I am working in a dead-end job in a dead-end office, I need a government with a policy to rotate me into different departments. There isn't any getting out.

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I was promoted to an office in Ontario following a competition for a PM-4 position.

I find that Ontarians are more receptive than the Québecois to the promotion of women. As a bilingual Francophone I have been made very welcome in an English environment.

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My wife was in an acting CO-3 position for a year. Her actual level is AS-2. Despite the fact that her performance was excellent, she was not considered for an acting CO-1 position because she does not have a university degree. This is a flagrant example of an obstacle to advancement.

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Mobility between departments is practically non-existent.

If directors general of personnel would consider the resumés and requests of employees in other departments, they could expand the options for women. The transfers are often limited to those within the same department. The nature of the work of the department may not particularly interest candidates who would fit in much more easily in another department.

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I would have liked to see nurses assigned to patient care units based on their therapeutic specialties and desires, rather than random assignment ... as a result, I have had to sit out one year on an interesting, but less desirable unit, biding my time to request a transfer to a more preferred unit (where I feel I am better qualified) and even that transfer is unconfirmed and may not be forthcoming. Transferring in this institution can be quite troublesome for many nurses and has even caused union involvement.

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I would hope that the level of performance in your job will speak for itself when being considered for advancement, and the best person shall overcome all barriers. However, women are not thought of as equals, in general, either by your co-workers, your manager/supervisors, and hence not by the people (public) that you have to deal with. Accordingly, I feel women have to always be on guard so as not to be tripped up and give others a chance to ridicule or criticize you — a black mark never to be forgotten. Should a woman receive a promotion, she is, it seems, further alienated by her male dominated co-workers. The perception or feeling is that she is undeserving of the position, especially since they didn't get a promotion. I feel the greatest barrier to a woman's advancement is the co-workers, managers, and supervisors' willingness to form opinions on hearsay/one side of the story/rumours, etc. They are so ready to judge you on every move you make and everything that you say. Unfortunately, the manager that writes up your appraisal does so by judging you not by what he sees directly, but by others' perceptions of you, which could be detrimental.

I guess one word of advice for women working in a male dominated profession is, don't ever be more efficient than your superiors, as they will tell you to be less efficient and brown-nose a little bit more. Just do your job, be polite, and don't say anything unless specifically asked for your opinion and even then think about what you're going to say very seriously, so it can't be used against you. Most of all, enjoy your work, or get out.

I really enjoy my job for the most part, now that I have learned (the hard way) what is to be expected of me in order to get ahead.

Thank you for this opportunity.

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Because management is male dominated, boards past the PM-1 level are presided over by men who, I believe, base decisions on factors external to the posted position, i.e., personality.

Women seem to populate the entry and lower levels of job classifications whereas men dominate the senior levels and management positions. This suggests to me that employment equity has managed only to improve the mean numbers of female employees and has not resulted in an overall shift, sexual balancing, of the department as a whole.

I believe that women have to work twice as hard for recognition.

As well, contrary to the official position advanced by the federal government I do not think I have been given opportunity to progress as a member of an aboriginal group who is as well qualified or better qualified than many of my peers.

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Unfortunately, Customs and Excise continues at this time to be discriminatory towards women in managerial capacities. This starts at the PM-2 level and the number of female managers is incredibly low. As an example we have 13 senior managers and only one is a woman. I realize that there are many women who are not truly interested in managerial positions. However, those of us who do must try and fit in with what I call "the boys' club." In other words I'd better learn to play squash or racquetball soon!

Another comment I would like to make is that many senior managers keep to their "old school" ways which makes it tough for women to be looked at seriously for management positions. These managers still think women should be married and at home with the kids. I hope that perhaps in future generations, men will change their attitudes and get more with the times. Women are here to stay and we will get ahead.

Women are here to stay and we will get ahead.

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My experience has shown me that the manner in which candidates are selected for acting positions is definitely a barrier to advancement. Rather than choosing by merit, choices are made by either the popularity of the individual and if they will be "yes" people for the egos of the boss. Another factor has to do with whom one knows. This is a very strong factor. Consequently, some employees are groomed from day one of being employed.

Both males and females in the public service are very much aware that assignments are made arbitrarily and that they are used as a basis for grooming favoured employees. So, the principle of fairness to all employees is grossly compromised. While it is true that employees can grieve the assignments, sometimes employees are fearful of the backlash such an action can and does have on any future advancement for them. They remain silent, become twisted and bitter and show great disinterest and disloyalty to management. Such behaviour as uncooperativeness and gossip fills the work environment with negative energy. Another observation is that the same employees are always selected to attend courses for on-the-job training. Many "excuses" are given by management.

What needs to be in place is a "selection criteria" that is known to all employees so that the grounds for selecting employees for assignments or job-training are clearly defined. Assignments then can be seen to have been earned by merit.

My own experience regarding opportunities for advancement has been good. However, the promotions were part of a plan, they were the result of actions taken by me including grievances and threatening to quit. Middle-level management gave me support but it was difficult getting decisions through personnel and senior management.

In my opinion one of the significant barriers for advancement in the federal public service is the arbitrary academic requirements for specific positions which are dependent upon the occupational group selected for that position. However the occupational categories are limited and do not represent the current range of jobs in the public service. This is very evident in Environment Canada. The traditional occupational groups used for environmental protection positions included engineer (ENG), biologist (BI), chemist (CHEM), and engineering technologist (EG-ESS). This limited selection resulted in artificial constraints regarding who would qualify for a particular position. In reality not all positions required a particular academic degree such as an engineer, biologist, or chemist. Environmental protection is a multi-faceted responsibility and each position, professional and technical, requires a blend of those traditional academic pursuits. Also, due to the occupational group structure the organization chart was developed with an engineering side and biology side and others such as chemists, geographers, etc.

The ultimate result of this is limited opportunity for individuals to find promotions within the organization. Also, there are virtually no transfers within sections of the department. In my own case, I was not eligible to fill my supervisor's position because I had a degree in chemistry but my supervisor's position was classified as a biologist.

In another case a hard-working and talented engineering technologist (EG-ESS) was frustrated for years in not being able to advance even though he was assuming greater technical and professional responsibilities.

The EG-ESS occupational group is very restricted in capacity for advancement. Generally, higher level EG positions require supervision of two or more subordinates. The current public and political demands to downsize the public service result in less and less of these subordinate positions. This presents barriers for people currently classified in occupational groups such as EG, PM for which the classification standards are largely based upon the number of subordinates. The area of "academic equivalency" based upon experience should be reviewed by the Public Service Commission and Treasury Board.

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Volume

4

The Report of the
Task Force on Barriers to Women in the Public Service

BENEATH THE VENEER

VOLUME 4

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Abella, R.S. *Royal Commission on Equality in Employment.* Ottawa: Department of Supply and Services, October 1984.

The Commission had the mandate to inquire into the "most efficient, effective and equitable means of promoting employment opportunities" and "eliminating systematic discrimination" for four minority groups including women, in certain Crown corporations and corporations wholly owned by the federal government. The Commission considered proposals to eliminate pre-employment and workplace barriers facing the four designated groups as well as support systems required for parents seeking employment. The discussion on the elimination of workplace barriers focuses on the need for mandatory measures, i.e., federal legislation, adequately supported by an enforcement mechanism. Four regulatory models were developed. The report also deals with contract compliance, seniority and equal pay for work of equal value.

Adler, N. "Women in Management Worldwide," *International Studies of Management and Organization*, vol. 16, fall-winter 1986-87: pp. 3-32.

The author reviews the situation of female managers across a range of countries. While the number of women who work outside the home is substantial in many countries, the number of women in management is negligible. The constraints are similar although the relative importance of each appears to vary from country to country. Barriers are both psychological and structural, i.e., legal, educational, cultural, social and historical. The two fundamentally different assumptions or models about the role of women in management are summarized.

Andrew, C., Coderre, C., and Denis, A. "Stop or Go: Reflections of Women Managers on Factors Influencing their Career Development." *Women in Management Research Symposium.*, Mount Saint Vincent University, Nova Scotia, 1988, pp. 3.37-3.44.

This paper discusses the barriers and facilitating mechanisms that exist for women in a management career and is based on interviews conducted with intermediate and senior women managers. Both structural barriers (proportion of women, access to training, job classification systems) and attitudinal barriers (attitudes of colleagues) were identified by the respondents.

Andrew, C., Coderre, C., et Denis, A., "Les études universitaires: un atout pour les femmes gestionnaires dans les grandes entreprises", *Gestion*, vol. 13, no. 2, mai 1988, p. 68-73.

Dans une recherche effectuée auprès de 214 femmes gestionnaires travaillant dans les secteurs public et privé au Québec et en Ontario, les auteures ont étudié les cheminements scolaires de ces gestionnaires et l'impact sur leur carrière. La formation universitaire pour les femmes est considérée comme une clef d'accès aux postes de gestion.

Andrew, C., Coderre, C., et Denis, A., en collaboration avec Nicole Lemire, "De quelques notions de carrière chez les femmes gestionnaires", *Les cahiers de l'A.C.F.A.S.*, juillet 1988, p. 97-117.

Les auteures ont tenté de chercher à connaître comment les femmes gestionnaires définissent leur carrière. Ce travail est basé sur des rencontres en 1985 avec 214 femmes cadres intermédiaires et supérieures du Québec et de l'Ontario qui travaillaient dans les fonctions publiques fédérales et provinciales ainsi que dans de grandes entreprises. Quoiqu'elles notent des différences entre les femmes oeuvrant dans le secteur privé et le secteur public, la vision uni-dimensionnelle de carrières ne correspond pas à leurs réalités ni à leurs attentes. Leur vie professionnelle avait suivi des cheminements complexes et elles tenaient à cette complexité comme un signe d'une qualité de vie. Mêmes celles qui avaient eu un cheminement de carrière conforme au modèle uni-dimensionnel refusaient d'interpreter leur cheminement de cette façon. Par ailleurs, la primauté de l'intérêt dans leur travail était une constante. Les auteures conclurent que si la notion de carrière est complexe en générale, elle l'est davantage pour les femmes. Il n'existe pas qu'une seule manière de faire carrière pour les femmes gestionnaires.

Andrew, C., Coderre, C., et Denis, A., "Les femmes cadres, leur vie publique — leur vie privée. Sommaire des données", Ottawa, Faculté des sciences sociales, 1986.

Cet article est le sommaire d'une étude qui comparait le cheminement de carrière de femmes cadres dans le secteur public et le secteur privé. On souligne l'importance pour la carrière d'une femme de "parrains" ou "marraines" et des réseaux de solidarité.

Armstrong, P., and Armstrong, H. *The Double Ghetto: Canadian Women and their Segregated Work.* Toronto: McClelland and Stewart, 1982.

Through a detailed examination of the work women do at home or on the job, this study shows that when a woman is not employed full-time as a housewife, she is usually confined to fulfilling a housewife or handmaiden function in business. This book also examines the validity of three arguments that justify this segregation: biological determinism, cultural ideology and economic materialism.

Asplund, G. *Women Managers: Changing Organizational Cultures.* Great Britain: John Wiley & Sons, 1988.

The author asks why there are so few women managers, and decision-makers; examines the differences between men's and women's careers and analyzes the concept of "organizational culture" and how women fit in. New organizational forms are inevitable the author argues and so are new leadership styles. Many of the examples or case studies are taken from Sweden.

Baron, A.S. "What Men Are Saying about Women in Business: A Decade Later." *Business Horizon,* vol. 32, no. 4, July-August 1989: pp. 51-53.

This short article compares the results of two surveys (1981 and 1988) on men's attitudes towards women in business. The author believes that there is more and more acceptance of women although on some issues, men are still very "cautious."

Baron, J.N., and Beilby, W. "Organizational Barriers to Gender Equality: Sex Segregation of Jobs and Opportunities." In Rossi, A.S., *Gender and the Life Course.* New York: Aldine Publishing Co., 1988: pp. 233-251.

This article demonstrates the persistence of gender stratification in a complex economy — namely the United States. Their research suggests that firms differ less in the extent of sex segregation than in the processes and structures that generate and sustain segregation. The authors discuss the implications of segregation for the careers of men and women and look at various policies/strategies aimed at achieving equity in the workplace. In terms of the policy implications of their study, the authors state bluntly that "high levels of segregation seem likely to persist if policymakers adopt a laissez-faire approach." There are no "natural" forces leading to a balanced sex ratio within organizations.

Bassett, I. *The Bassett Report: Career Success and Canadian Women.* Toronto: Collins Publishers, 1985.

Television journalist Isabel Bassett asks why more women have not moved into senior positions and attempts to analyze why they are held back and why they think they are being held back. She identifies both exterior and interior barriers — subtle social forces (such as corporate culture, tradition, discrimination) and women's own lower expectations and fear of risk. While recognizing the importance of government enacted legislation for employment equity for women, the author emphasizes that women themselves have to work for change including the socialization of their children. Sources include open-ended interviews with a cross section of men and women across Canada, a poll conducted by Martin Goldfarb and current literature on the subject.

Baudoux, C., "Demandées: directrices et femmes", *Gestion*, vol. 13, no. 1, février 1988, p. 57-62.

Contrairement à ce qui se produit dans le secteur privé, le taux de gestionnaires féminines en éducation décroit depuis 1960. Les résultats d'une étude basée sur un échantillon représentatif de directeurs et directrices d'écoles primaires et secondaires au Québec, amènent l'auteure à retenir deux hypothèses pour expliquer ce phénomène — soit celle de l'invisibilité des femmes (elles ne sont pas présentes ou ne prennent pas les décisions importantes et elles n'ont pas accès aux mêmes ressources du monde scolaire) et celle des rôles contradictoires qui sont confiés aux femmes gestionnaires.

Baudoux, C., "Des organisations et des femmes" dans Baudoux, C., et De La Durantaye, C.V., *La femme de l'organisation*, Québec, Presses de l'Université du Québec, 1988, p. 13-52.

Dans cet ouvrage, l'auteure tente d'expliquer le faible taux de féminisation des postes stratégiques des organisations. Deux types d'éléments explicatifs sont présentés pour expliquer ce "phénomène d'exclusion" — l'attitude des femmes elles-mêmes par l'entremise des stratégies qu'elles utilisent face à l'organisation et les caractéristiques propres de l'organisation, c'est-à-dire, la "culture patriarcale" de l'organisation qui, selon l'auteure, éloigne de façon systématique les femmes qui veulent accéder au pouvoir.

Bennett, J.E., and Loewe, P.M. *Women in Business: A Shocking Waste of Human Resources*. A Financial Post Book, Toronto: Maclean-Hunter Limited, 1975.

This book throws light on the lack of commitment of Canadian business to equal opportunity. Further, it emphasizes the dangers of discrimination and stereotypes by giving specific examples relating to occupational segregation and compensation. It also provides valuable hints for organizations that want to make themselves efficient in the process of providing equal opportunity. The findings are usually Canadian-specific, but often illustrates cases with the American experience.

Bergmann, B. "Does the Market for Women's Labor Need Fixing?" *Journal of Economic Perspectives*, vol. 3. no. 1, 1989: pp. 43-60.

The author reviews current evidence on the discrimination against women in the labour market and the consequences this has on their pay and status. Remedies are called for, it is argued and the merits and defects of two commonly proposed remedies — affirmative action and pay equity — are reviewed.

Bergmann, B. *The Economic Emergence of Women*. New York: Basic Books Inc. Publishers, 1986.

This book documents the "economic revolution" that has occurred as women entered the labour force in very large numbers and it analyzes the constraints and opportunities women face in today's labour market. The "root" of women's disadvantage, the author contends, is sex segregation on the job and the author provides statistical evidence to support the view that occupational segregation is due in large part to discrimination. The reasons for discrimination against women, the forms that it takes and the consequences of such are documented. Government intervention is advocated and a twelve-point policy agenda for future action is proposed.

Berman, M.A. "Talking Through the Glass Wall." ***Across the Board,*** **July/August 1988; Friedman, D.E. "Why the Glass Ceiling?"** ***Across the Board,*** **July/August 1988; Friedman, D.E. "The Invisible Barrier to Women in Management."** ***Across the Board,*** **winter 1988.**

These articles give reasons why women are being discriminated against. These reasons are either legitimate or due to stereotypes, in which case they are referred to as the "glass ceiling." Indicators are also given on how companies can help their female employees reduce the tensions of conciliating a family life with career responsibilities.

Bhatnagar, D. "Professional Women in Organizations: New Paradigms for Research and Action." ***Sex Roles,*** **vol. 18., no. 5/6, March 1988: pp. 343-355.**

Reviewing the research on some of the major issues encountered by professional women in the workplace (social isolation, nonavailability of mentors, tokenism, sex-role stereotyping and discrimination through under-rating and underpaying), the author indicates that the reasons for these problems are usually sought through either person-centred explanations or situation-specific explanations. This article suggests that viewing these issues as concerns of a sub-system of an organization rather than strictly as issues of concern to a subgroup and viewing the impact of such problems on the organization as a whole could lead to a problem-solving approach at the organizational level. Organizational strategies to overcome those problems could then be devised.

Bielby, D.D., and Beilby, W. "Women's and Men's Commitment to Paid Work and Family." ***Women and Work,*** **ed. Gutek, B.A., Stromberg, A.H., and Larwood, L., vol. 3, spring 1988.**

A literature review that presents three alternative perspectives of how individuals develop preferences for a particular balance of paid work and family activities. These commitments may differ from one sex to the other and have different implications depending on which model you select to analyze them. The authors also present a model that might synthesize the three other approaches.

Block, W., and Walker, M. "On Employment Equity." The Fraser Institute, Vancouver, *Focus* no. 17, 1985.

This critique of the Abella Report underlines the "unsatisfactory economic analysis employed," and argues that other alternatives to "employer discrimination" were not explored. The authors also argue that the Commission did not consider an important finding of previous Fraser Institute studies, namely, "that marital status and the unequal family, home and child-care responsibilities it engenders" is crucial in understanding male-female income differences. It is argued that legislation is a barrier and that the "voluntary forces" of the market rather than legislation should be utilized to bring about equality between men and women.

Blum, L., and Smith, V. "Women's Mobility in the Corporations: A Critique of the Politics of Optimism." *Signs, Journal of Women in Culture and Society*, vol. 13, no. 3, 1988: pp. 528-545.

Reviewing the limitations of the two most popular models of gender relations in the workplace (the organizational model and the individual personality model) the authors contend that the optimism that has resulted from the increase of women in executive and managerial occupations exaggerates both the actual extent of women's integration and the actual opportunities available in managerial ranks. A more comprehensive perspective, one that examines differences among women themselves and among different organizations, will provide a more realistic picture and by extension, more realistic strategies for women's mobility.

Brass, D.J. "Men's and Women's Networks: A Study of Interaction Patterns and Influence in an Organization." *Academy of Management Journal*, vol. 28, no. 2, 1985: pp. 327-343.

This study investigated the interaction patterns of men and women in an organization and the relationship of these patterns to (1) perceptions of influence, and (2) promotions to supervisory positions. Results indicated that individuals' positions in workflow and interaction networks relate strongly to measures of influence. Although women were rated as less influential than men, the two groups showed no difference on many measures. However, women were not well-integrated into men's networks including the organization's dominant coalition, and vice versa. Women whose immediate workgroups included both men and women were exceptions. A follow-up indicated that promotions were significantly related to centrality in departmental, men's, and dominant-coalition interaction networks.

Bremer, K., and Howe, D.A. "Strategies Used to Advance Women's Careers in the Public Service: Examples from Oregon." ***Public Administration Review*****, Nov./Dec. 1988: pp. 957-961.**

This is a case study of seven public agencies in Oregon that had success in moving women into management positions. Twenty-three people from these agencies were interviewed on the change of the status of women in their organizations and on the factors they thought contributed to this change. Based on these interviews, the authors identified six key strategies including the importance of a strong management commitment to women's advancement, a high value on excellence and promoting from within if possible. According to the authors, their findings do not differ from those observed in the private sector.

Buckland, L. "Education and Training Opportunities: Equal Opportunities or Barriers to Employment?" ***Research Studies of the Royal Commission on Equality in Employment*****. Ottawa: Department of Supply and Services, 1985, pp. 131-156.**

The author examines the relationship between education, training and equality in employment for the four target groups that were the subject of the Abella Commission. The relationship is complex — inequalities in education have their roots in the unequal nature of the social structure. However, in the case of women, the author indicates that even access to and attainment of higher education and training does not ensure equality of opportunity. The author reviews the barriers for women in education and training, discusses possible scenarios of the future and underlines the urgency for preparing disadvantaged minority groups including women for the future. She warns, however, that the pursuit of equality through education will not be effective unless the basic issues of the inequalities of condition and status are addressed.

The Bureau of National Affairs, *Work and Family: A Changing Dynamic*. Washington, D.C.: 1986.

This report explores the range of responses that are being studied and adopted by the public and private sectors and unions to meet the new needs of the changing American workplace. Information on more than 30 case studies on child care, alternative work schedules, employee assistance programs, parental leave and relocation assistance programs is included as well as a chapter on international trends and a section on labour management approaches. The question of who is responsible for accommodating these new realities of the workplace is also addressed.

Burshardt, S.C., and Allen, B. "Role Ambiguity in the Male/Female Protege Relationship." *Equal Opportunities International*, vol. 7, no. 2, 1988: pp. 5-8.

Mentorship, as an important element of career enhancement, is well documented the authors point out. However, the male mentor/female protege combination appears to be the most complex of mentoring relationships because, the authors argue, of the similarity between the cultural mating role and the mentoring role. This can lead to problems with peers and spouses. Such problems are unique to this type of mentoring and the authors suggest strategies to overcome possible difficulties.

Canada, Commission de la Fonction publique. *La femme dans la Fonction publique fédérale du Canada — Dix ans d'évolution*, Ottawa, 1985.

A l'occasion de l'Année internationale de la femme, la Commission présente un bilan de l'amélioration de la situation de la femme dans la fonction publique fédérale. Quoique les ministères fédéraux ont fait, selon la Commission, des progrès remarquables, l'objectif que les femmes soient representées de façon équitable à tous les niveaux, est loin d'être atteint. Le rapport énumère les programmes et services qui ont favorisé les changements et rappelle les mesures que la Commission a pris pour éliminer les obstacles au recrutement des femmes.

Canadian Advisory Council on the Status of Women. ***On Employment Equity: A Brief to the Legislative Committee on Employment Equity (Bill C-62).*** **Ottawa: December 1985.**

A brief outlining the Council's position regarding the limitations of Bill C-62, the federal government's response to the Abella Commission. The Council's concerns centred on the coverage criteria, the definition of employment equity, the reporting criteria and enforcement mechanisms. As well, the Council outlined concerns it had with several other employment equity measures introduced by the federal government which would affect federal contractors, the public service and Crown corporations.

Cannings, K. "Managerial Promotion: The Effects of Socialization, Specialization and Gender." ***Industrial and Labour Relations Review,*** **vol. 42, no. 1, October 1988: pp. 77-88.**

The purpose of this study was to estimate the extent to which gender affects managerial career success by analyzing the rate of promotion among middle managers in a large Canadian corporation. Although such factors as childhood socialization, education and firm specific productivity had a significant impact on the probability of promotion, the author finds that even when these variables are held constant, gender influenced a manager's chances of promotion, women were not as likely as their male colleagues to be promoted.

Carsrud, A.L., Gaglio, C.M., and Olm, K.W. "Entrepreneurs-mentors Networks and Successful New Venture Development: An Exploratory Study." ***American Journal of Small Business,*** **vol. 12, fall 1987: pp. 13-18.**

The paper deals with the social context of entrepreneurship, specifically the effects of mentors and networks. Although the results are not empirically conclusive, the paper is important in demonstrating in one instance (and I [Editor Neil C. Churchill] suggest that this may hold in many others) that managerial beliefs appropriate to and substantiated by research in large organizations are not always relevant and, indeed, may even be dysfunctional in entrepreneurial situations.

The paper also highlights the need for research on personality traits, backgrounds, and experiences to be embedded in the organizational, economic, and social environment in which the entrepreneur operates if it is to be relevant to entrepreneurship.

Chaganti, R. "Management in Women-Owned Enterprises." ***Journal of Small Business Management,*** **October 1986.**

Women's management style is being analyzed in this article with respect to two models of strategic management. Findings emphasize the fact that successful women-owned enterprises resemble the entrepreneurial model, but that managerial styles may be more "feminine" among women entrepreneurs.

Chicha-Pontbriand, M.T., ***Discrimination systémique — Fondement et méthodologie des programmes d'accès à l'égalité en emploi,*** **Cowansville (Québec) Les Editions Yvon Blais Inc., 1989.**

Afin de combattre la discrimination systématique, l'auteure tente de démontrer par un approche pluridisciplinaire, qu'il est indispensable de dépasser le cadre étroit d'une entreprise ou d'un organisme. La discrimination face aux femmes (et d'autres groupes défavorisés) est de nature dynamique et l'interaction de certains variables (économiques, psychologiques, législatifs, etc...) contribuent à maintenir cette situation d'inégalité. L'auteure examine donc l'influence des pratiques de gestion du personnel, l'accès aux programmes de formation et le système d'éducation. A partir d'un portrait statistique de la situation d'inégalité des femmes (et des autres groupes cibles) sur le marché du travail, l'auteure définit la discrimination systémique et établit les conditions nécessaires d'un correctif systémique. L'outil essentiel selon l'auteure est l'analyse de disponibiité et la méthodologie à suivre pour estimer cette disponibilité est présentée de façon détaillée.

Chicha-Pontbriand, M.T., "Sommes-nous à la fine pointe?", ***Avenir,*** **vol. 3, no. 1, janvier-février 1989, p. 29-31.**

L'auteure souligne les facettes du problème de l'égalité en emploi et son étendu. Elle souligne la segrégation professionnelle des femmes et des hommes, l'inégalité des salaires, le travail précaire des femmes, l'influence des préjugés et des valeurs sur les pratiques d'emploi dans les entreprises et l'influence souvent négative de cet ensemble de facteurs sur le comportement des femmes. Deux moyens prévus par la charte québecoise pour assurer l'égalité en emploi sont résumés et leurs lacunes soulignées. Une approche "proactive" généralisée à l'ensemble des employeurs est préconisée.

Chusmir, L., and Durand, D. "The Female Factor." ***Training and Development Journal,*** **vol. 41, no. 8, August 1987: pp. 32-37.**

It is argued in this article that stereotypes and myths about female employees cause many organizations to under-utilize women. The authors attempt to "de bunk" some of the most commonly held stereotypes — women's high rate of absenteeism and their lack of commitment to their job — and offer advice to managers on steps, which can be taken, to help women remain a strong force in organizations.

Cohen, S.L., and Bunker, K.A. "Subtle Effects of Sex Role Stereotypes on Recruiters' Hiring Decision." ***The Journal of Applied Psychology,*** **vol. 60, 1975: pp. 566-572.**

A survey of male job recruiters was carried out to investigate the relevance of allegedly sex-oriented occupations to personnel selection decisions. The results showed discrimination at the initial stages of the job selection process (recruitment interview). This may only apply for positions with a sex-orientation or connotation incongruent with sexes.

Collins, A. "Why We're not Number One: A Position Paper from Canada's Top Corporate Women," ***Canadian Business,*** **November 1988: p. 32.**

This article, based on interviews with twelve female executives at the vice-president's level, provides an overview of some of the gender-based barriers these women have had to overcome to reach this level. Although the most overt barriers appear to have been reduced, invisible barriers are still there. The author concludes that numbers are important and that many more women in the senior levels of the corporate world are required so that they can be involved in defining the corporate culture.

Collins, E.G.C. "Managers and Lovers." ***Harvard Business Review,*** **September-October 1983: pp. 142-153.**

The author argues that love threatens the organization's stability, and she urges top management to view it in that light. Through four case histories, she shows how the threat manifests itself, how it plays itself out throughout various parts of the company, and what top managers must do to preserve the organization and ensure that top employees remain motivated to work toward that preservation.

Colwill, N.L., and Josephson, W. "Attitudes Toward Equal Opportunity in Employment: The Case of One Canadian Government Department." ***Business Quarterly*****, spring 1983: pp. 87-93.**

This article is based on the results of a questionnaire sent to approximately 1,200 employees in one geographical area of a large Canadian government department. The objective of the survey was to get at employee attitudes including attitudes towards the department's EOW program and surrounding issues. More alike than different in their job satisfaction and career goals, men and women differed substantially on their attitudes toward women and work. Men were more likely to respond that women's careers were limited by their personal qualities (lack of natural ability, lack of interest in job advancement, lack of acceptance of responsibility or their inability to tolerate stress). Women, on the other hand, were more likely to respond that women's careers were limited by external factors (lack of encouragement to compete for better jobs in the department, lack of opportunity to train, lack of acceptance by coworkers and supervisors). However, these women did not want preferential programs. Bridging positions, upgrading through the use of developmental assignments and more frequent use of on-the-job training were preferred options. The authors conclude with recommendations for organizations wishing to undertake an equal opportunity program.

Colwill, N.L. "Fear of Success in Women: Organizational Reality or Psychological Mythology?" ***Business Quarterly*****, vol. 49, no. 3, fall 1984: pp. 20-21.**

The author reviews Horner's concept of "fear of success" in women (first introduced in 1968) and the research that followed in the aftermath. Horner's conclusions, according to the author, are not borne out.

Colwill, N.L. "Men and Women in Organizations: Roles and Status, Stereotypes and Power." In ***Working Women: Past, Present, Future*****, ed. Koziara, K.S., Moskow, M.H., and Taner, L.D.Washington, D.C.: Bureau of National Affairs, 1987, pp. 97-117.**

The author discusses sex-stereotyping in society and on the job and looks at the inter-relationships between sex roles, sex-stereotyping, status and power. A consistent feature of sex roles, the author contends, is the belief that women and "all things feminine have been seen as inferior to men and all things masculine" and therefore, the "organizational roles played by men have been the important work roles of (the) society...." Included is a review of how men and women are perceived and how these beliefs discriminate against women in certain job assignments and particularly in managerial positions. Stereotyping also influences the relative power of men and women on the job. A discussion of the different uses of power by men and women is included and anticipated trends in the focus of research on sex roles in the 1980s are identified.

Colwill, N.L., and Erhart, M. "Have Women Changed the Workplace?" *Business Quarterly*, spring 1988.

This article exposes the results of research on women in the workplace. It shows how things have changed and whether the change was due to women's movements or individual women's actions. Further, it tries to identify the effects of change with respect to co-operation, competition, and aggressiveness. Finally, the authors evaluate the speed of change and the factors of change.

Correa, Mary E. "Reactions to Women in Authority: The Impact of Gender on Learning in Group Relations Conferences." *The Journal of Applied Psychology*, vol. 24, no. 3, 1988: pp. 219-234.

The article looks at some of the myths and beliefs with respect to women for task leadership.

Coté, P. "Socialization." In *Men Changing: a Resource Manual for Men's Consciousness Raising*. Ottawa: Alternative Futures Institute, 1984.

The author shows how sexist socialization is initiated in childhood and continues far into adulthood. It also deals with roles fathers should play in child-raising.

Courtemanche, J., *La recherche sur les femmes cadres au Canada: une bibliographie annotée, 1980-1988*, Montréal, Le Groupe Femmes, Gestion et Entreprises (sous la supervision de Diane Bégin), 1988.

Ce recueil constitue un outil de référence à l'intention de personnes qui s'intérèssent à la problématique de la femme cadre au Canada. Une bibliographie annotée de 224 titres, anglais et français.

Coyle, A. "The Limits of Change: Local Government and Equal Opportunities for Women." ***Public Administration*****, vol. 67, no. 1, 1988: pp. 39-50.**

This article examines the experience of equal opportunities (EO) policies adopted by local governments in Great Britain as they relate to women over the 1982-87 period. Women make up 60% of all local government employees but they are not evenly represented throughout the local government structure. They are overwhelmingly concentrated in low-paid, low-status jobs and under-represented as decision-makers even in those departments where women predominate. The author concludes that the EO policies have achieved limited results to date due to few resources, little managerial or political support and guidance, no implementation mechanisms or management accountability. While EO policies were developed within the existing relationships and structures of local governments, the author concludes that new strategies that emphasize "collective, organizational and structural change" will have to be developed in order that "new organizational structures, new cultures and new values" can emerge.

Crosby, F. "The Denial of Personal Discrimination." ***American Behavioral Scientist*****, vol. 27, no. 3: pp. 371-386.**

Working women in one survey knew that women workers do not generally receive the rewards they deserve. But in most cases, the women appeared to imagine — quite erroneously — that they personally avoided sex discrimination. After documenting the basic phenomenon, the article discusses cognitive and emotional barriers to the acknowledgement of personal discrimination. Ways to surmount the barriers are discussed.

Cullen, D. "Career Barriers: Do We Need More Research?" ***Women in Management Research Symposium*****, Mount Saint Vincent University, Nova Scotia, 1988, pp. 3.28-3.36.**

The study of career barriers for women has focused on the behaviour and struggle of individual women, rather than on the structure and nature of the organizations in which they are struggling. The author believes that future research on career barriers should focus on the characteristics of organizations, rather than on the characteristics that women need to succeed. The paper gives a selective overview of the individualist approach and explores some of its limits.

Dagg, A.I., and Thompson, P.J. ***MisEducation: Women and Canadian Universities.*** **Toronto: OISE Press, 1988.**

The authors' objectives are twofold — to depict the extent of sexual discrimination and the "incredible anti-women ambience" that exists in Canadian universities at all levels and to recommend how conditions could generally be improved. Despite public statements by universities on their role in ensuring that women are able to pursue careers as freely as men, the authors contend that the reality is quite different. Of particular interest are chapters one through four that deal primarily with students and the male orientation of curriculum, the marginalisation of women's studies, the general acceptance that male is better and the sex-segregated nature of university faculties. The authors believe that universities reinforce gender discrimination and their treatment of women students creates serious educational disadvantages for them.

David, H., ***Femmes et emploi: le défi de l'égalité,*** **Québec, Presses de l'Université du Québec, 1986.**

L'auteure adopte l'approche de la discrimination systémique. Elle soutient que l'organisation même du travail est un obstacle à l'égalité en emploi pour les femmes et que l'ensemble de pratiques souvent neutres en apparence, renforce la situation d'infériorité des femmes sur le marché du travail. L'auteure revoit en profondeur les législations adoptées depuis vingt ans au Canada et aux États-Unis et fait une évaluation critique de ces programmes. Les exemples soit tirées en grande partie de l'industrie manufacturière.

David, H., "La Portée des Luttes Contre la Discrimination Systématique et Pour L'Egalité Professionnelle en Emploi Dans La Conjoncture Actuelle", ***Interventions Economiques,*** **no. 20-21, 1988, p. 191-204.**

La notion des discrimination systémique est examinée et on compare cette approche avec celle des législations sur l'égalité professionnelle. En dernier lieu, l'auteure examine les limites de ces stratégies pour assurer l'égalité en emploi aux femmes.

Davidson, M.J., and Cooper, C.L. "The Pressures on Women Managers." ***Management Decision,*** **vol. 25, 1987: pp. 56-63.**

Women managers have to cope with greater pressures than men managers. If employers recognized and tackled this both women and men managers could do their jobs more effectively. The article deals with these issues and provides some suggestions on how government and employers could deal with these added pressures.

Davidson, M., and Cooper, G. "She Needs a Wife: Problems of Women Managers." ***Leadership and Organization Development Journal*****, vol. 5, no. 3, 1984: pp. 3-30.**

This monograph is based on a large scale study of British managers in the private sector and investigates the problems and pressures of female managers in contrast to male managers. The results strongly suggest, the author argues, that women managers experience higher stress levels because they are faced with additional pressures (both from work and the external environment) not experienced by their male counterparts. Organizational and policy changes are included and the training implications of the results of this study are discussed.

Deaux, K. "Self Evaluation of Male and Female Managers." ***Sex Roles*****, vol. 5, no. 5, 1979.**

Two separate samples of males and females holding first-level management positions in U.S. organizations completed questionnaires that asked for self-evaluation on a number of job-related characteristics and for attributions of causality for successful and unsuccessful job experiences. In support of previous research, results indicated that males evaluated their performance more favourably than did women, and rated themselves as having more ability and greater intelligence. Men also saw ability as more responsible for their success than did women, but the sexes did not differ in attributions to luck, effort, or task. Implications for equal opportunity and potential for change are considered.

Devanna, M. "Women in Management: Progress and Promise." ***Human Resource Management*****, vol. 26, no. 4, 1987: pp. 469-481.**

Although education and changes in attidudes and values have enabled women to gain access to career tracks that were previously closed to them, the current area of concern is the slow progress of women once they enter large organizations. The author looks at the "organization process" to see if it is what women do that results in their slower progress or if it is gender-linked behaviour (cultural blinders) that those who hire and promote carry with them that determines career progress. The link between equity and motivation is also examined. She concludes by briefly outlining what organizations can do to foster change in how men and women relate to each other. Employers need to link managerial performance to equity goals, provide team building, help to forge mixed gender groups and to develop sensitivity to situations that cause men to resent women.

Devanna, M. ***Male/Female Careers — The First Decade: A Study of MBAs.*** **Centre for Research in Career Development, Columbia University, Graduate School of Business, 1984.**

The objective of this study was to determine whether wage differences existed between men and women who had the same backgrounds and qualifications and if there were differences, to attempt to explain them. The career patterns of a group of 90 male and female MBA graduates over a ten-year span were examined through a questionnaire. The data indicated that at the entry level there was no salary differential but that ten years later, women had gone from parity to a situation where they were making almost 20% less than the males. After examining other variables such as motivation, social experiences (marriage and children), sector and area worked, the author concluded that the major impediments to equal pay for men and women of equal qualifications and background were societal and organizational in nature.

Dipboye, R.L. "Problems and Progress of Women in Management." ***Working Women: Past, Present, Future*****, ed. Koziara, K.S., Moskow, M.H., and Tanner, L.D. Washington, D.C.: Bureau of National Affairs, 1987: pp. 118-153.**

There is little doubt, the author contends, that the status of women in management has improved dramatically over the past two decades. However, management is still a "male domain" and the author offers little hope for any change in the immediate future. The barriers have changed — they are more complex and subtle but nevertheless they remain very real. Sex-stereotyping is a "primary roadblock" and women who aspire to managerial careers may encounter barriers from "gate-keepers" (for example, personnel officers, corporate recruiters) and the instruments they use to assess managerial talent. Once hired, women face other barriers that limit their advancement — such as exclusion from informal relationships with male peers, biases in job assignments and performance evaluations, a lack of mentors, inequitable compensation, sexual harassment and greater conflicts between work and family roles. Commonly used strategies and remedies to reduce these barriers are also briefly described.

Dubno, P. "Attidudes Towards Women Executives: A Longitudinal Approach." ***Academy of Management Journal*****, vol. 28, no. 1, March 1985: pp. 235-239.**

The purpose of this research was to measure attitudes toward women executives of MBA students over an eight-year period (1975-83). Since previous research had shown that a strong relationship exists between attitudes and behaviour, studying attitudes towards women in management could help to explain their lack of progress in terms of position and salary. The results show that over this period, male MBA students retained consistently negative attitudes toward women as managers while female students were consistently positive. As well, the men were significantly more negative than the women were positive.

Dussault, G., "Différences de rémunération entre hommes et femmes", ***Le marché du travail*****, vol. 7, no. 7, Québec, juillet 1986, p. 66-71.**

Dans ce texte, deux thèses qui tentent d'expliquer les différences de rémunération entre hommes et femmes sont analysées — la théorie du capital humain qui n'admet pas la discrimination et la thése de ségrégation professionnelle, qui selon l'auteure tient mieux compte des écarts de salaire entre hommes et femmes. Les résultats d'une recherche comparant les conditions de travail (organisation du travail, promotions, progression et niveaux de salaires, assignation des postes) offertes à des employés de bureau de huit grandes entreprises de la région de Montréal vérifient, selon l'auteure, l'hypothèse que "les conditions de travail dépendent du sexe de la main d'oeuvre et non de la nature des postes occupés". Les valeurs sociales et la division des roles dans la famille influencent toujours la perception que les employeurs ont des roles féminins et masculins et par conséquence, la différenciation des échelles de salaires sur le marché.

Eberts, R.W., and Stone, J.A. "Male-female Differences in Promotions: EEO in Public Education." ***The Journal of Human Resources*****, vol. 20, no. 4, 1985: pp. 504-521.**

The authors examine discrimination in promotions, more specifically, the gender differences in promotions to administrative positions in elementary and secondary public schools in the states of Oregon and New York. Based upon longitudinal data, the authors conclude that significant discrimination found in the early 1970s had declined considerably by the late 1970s and the enforcement of the federal equal opportunity legislation had contributed to the decline.

Ehrlich, E. "The Mommy Track." ***Business Week*****, March 20, 1989: pp. 126-134.**

The author discusses the difficulties women face in attempting to balance career goals and motherhood and identifies how some large corporations have had to become more flexible in order to keep some of their best women. Alternative career paths, extended leaves, flexible scheduling, job sharing and telecommuting have led to a "mommy track," seen by some as a blessing but by others as a separate, unequal track that will permanently and negatively affect women's careers. Rather, some argue, the nature of corporate careers should change and both men and women should be supported in their need for child care. The challenge for employers, according to the author, will be their ability to provide both men and women with options and support for family life while contributing to the organization.

Eihler, M. "Applying Equality to Employment." ***Research Studies of the Royal Commission on Equality in Employment*****. Ottawa: Department of Supply and Services, 1985, pp. 207-212.**

The author reviews the current state of inequality between men and women in employment and describes three different models of what equality in employment might mean (a) the proportionate representation model, (b) the equal opportunity model and (c) the equal rewards model. The third model is developed in some detail and involves creating a "woman-friendly" environment to the same degree to which environments are generally geared to men. The components of such an environment include non-sexist job entry requirements, moving women in cohorts rather than as individuals into positions formerly occupied by men, purchasing equipment that is equally suitable for all employees, the recognition and accommodation of the family responsibilities of all employees and flexible hours. Possible policy initiatives for achieving equality in employment are also included and are based on an incentive structure as opposed to penalties.

Epstein, C. *Deceptive Distinctions: Sex, Gender and the Social Order.* New Haven: Yale University Press.

The focus of this book is the changing roles of men and women in North American society over the last two decades. The author maintains that the basic differences between men and women are more superficial than we have been led to believe and that these differences are created and maintained by social forces and not biological forces. Chapter 7, on the Structure of Work and the Economic Pyramid, is of particular relevance here. The author reviews current theories that attempt to explain the sexual division of labour — the theory of socialization, the human capital theory, social structural analysis and theories of discrimination. The cause of occupational segregation is not found in any one theory, the author contends, but rather is found in a "combination of factors such as employee discrimination, women's choices, family pressures and public policy." The subtle informal barriers to the hiring and promotion of women in the workplace are also reviewed and the importance of networks, mentors and access to those with power are underlined.

Fagenson, E.A. "Women's Work Orientation: Something Old, Something New." *Group and Organization Studies*, vol. 11, nos. 1-2, March-June 1986: pp. 75-100.

The purpose of this research was to test two competing theories regarding why women are disproportionately represented in lower-level corporate jobs. The person-centred perspective argues that women's orientations are contrary to the demands of senior management jobs and that their attitudes and behavioural patterns in organizations are inappropriate. On the other hand, the organization centred view argues that individuals' positions in the hierarchy will shape their attitudes — that is, the higher the position, the more "top-management" focused individuals will be. Because women occupy most of the lower-level jobs in organizations, they have developed anti-success orientations in response to these jobs and their work environments. Using a two-page survey, women attending a conference on business in New York City were questioned on their orientations towards careers, organizations, jobs and subordinates taking into account their organizational level. The author concludes that the results support the organization-centred perspective and that the person-centred approach was not supported. The limitations of this study and the implications of the findings are also discussed.

Falconnet, G., et Lefaucheur, N., *La Fabrication des Mâles*, Coll. Points Actuels, Ed. du Seuil, 1975.

Les auteurs montrent dans cet ouvrage comment les hommes d'aujourd'hui se représentent leur rôle, comment ils ont acquis leurs idées "personnelles" sur les femmes, la famille et le travail.

Falkenberg, L. "The Perceptions of Women Working in Male Dominated Professions." *Canadian Journal of Administrative Sciences*, vol. 5, no. 2, June 1988: pp. 77-84.

This study attempted to determine if there were differences in the perceptions of young, nonsupervisory male and female professionals in male dominated professions. Four hypotheses were tested — and only two were supported. Women felt that it was assumed that they had greater split loyalties between home and work and they indicated that they had to spend greater efforts to establish their status and authority than their male peers.

Feldberg, R., and Kohen, J. "Family Life in an Antifamily Setting." *Woman in a Man-made World: A Socioeconomic Handbook*, ed. Glazer-Malbin, N., Youngleson Waehrer, H.. Chicago: Rand McNally, 1977.

This article shows how the personal ideology of a family is dependent on external organizations. This in turn, leads to increasing difficulties for family members to be an emotional unit.

Ferguson, K.E. *The Feminist Case Against Bureaucracy*. Series *Women in the Political Economy*, ed., R.J. Steinberg. Philadelphia: Temple University Press, 1984.

This radical feminist book pursues three objectives: first, clarify the structures and processes of power in bureaucratic societies and their effects on the individual. Second, offer a basis for opposition through political resistance. Finally, suggest an alternative non-bureaucratic approach to the problem of organizations.

Ferrieux, E., et Guigon, C., "30–40 ans: Elles Veulent Toutes des Bébés, *Le Point*", 23 janvier 1989, p. 66-71.

Dans cet article, les auteurs montrent que le désir d'avoir des enfants a envahi la génération des 30–40 ans. Ces femmes veulent pouponner, mais cependant pas à n'importe quel prix. Elles programment leur grossesse selon leur planning professionnel.

Fitoussi, M., "Le ras-le-bol des Superwomen", *Psychologies*, janvier 1988, no. 50, p. 14-19.

Article humoristique sur la "superwoman" face à l'ultime obstacle de la femme au travail — la grossesse — et comment la vivre au bureau avec ces collègues, le retour au travail et les pressions additionelles qu'occasionnent les enfants sur la carrière d'une femme.

Fitzgerald, P.A. *Women Executives: A Canadian Profile*. ASAC — Policy, 1983, Conference Proceedings, ed. Baetz, M. University of British Columbia, 1983.

This article presents the results of a survey on Canadian women executives. It focuses on demographic features, compensation packages, career progress and satisfaction. It also provides information on career continuity, time management, work content and mobility.

Fox, B.J., and Fox, J. "Occupational Gender Segregation of the Canadian Labour Force, 1931-1981." *Canadian Review of Sociology and Anthropology*, vol. 24, no. 3, August 1987: pp. 374-397.

The article looks at gender segregation in the Canadian labour force and its effects on the working lives of women and men.

Fraker, S. "Why Women Aren't Getting To the Top." *Fortune*, vol. 109, no. 8, April 16, 1984: pp. 40-45.

The author attempts to discover why, in spite of impressive progress at the entry level and in middle management in America's largest corporations, women are having trouble breaking into senior managment. The reasons are elusive and sometimes difficult to identify. There are subtle barriers such as the comfort level — looking for managers with whom one is "comfortable," giving the best assignments to men and not giving women managers the same kind of constructive criticism that men receive. Other barriers include the perceived management style of women and the assumption that women with children aren't free to take on special tasks or travel. The question of "critical mass" is also briefly dealt with — studies have shown that while overt resistance drops quickly after the first few women become managers, it seems to pick up again as the number of women managers reaches 15%. Consistent and clear support for women managers from senior management is clearly needed and the author concludes with suggestions regarding what employers can do to open the executive ranks to women. Flexibility, revised personnel policies, rewarding managers for developing talent and vigilantly supervising the process are recommended.

Franklin, D., and Sweeney, J. "Women and Corporate Power." ***Women, Power and Policy — Toward the Year 2000*, 2nd edition, ed. Boneparth, E., and Stoper, E. Exeter: Pergamon Books Inc., 1988: pp. 48-65.**

The authors examine the problems women managers and clerical workers encounter participating in and influencing corporate life. Two paradigms that are currently in vogue when trying to explain why women fall short of reaching the top are reviewed — the person-centred and the situation-centred paradigm — and the implications of each in terms of what needs to change before women can achieve full equality are discussed. The paradigms, alone or together, provide an insufficient explanation for the gender inequities that currently exist in American corporations and in fact the authors argue, the values they promote could be counter-productive in a world that is based on a service/information economy and one where labour markets are tight. Work and organizations must be looked at in new ways, the authors contend and they propose a new type of organization — the metanoic organization (the term denotes "a reawakening of intuition and vision") where they anticipate that women and the skills they bring could thrive and develop to the benefit of both organizations and women.

Friedman, D.E. "Why the Glass Ceiling?" ***Across the Board*, July-August 1988: pp. 33-37.**

The author reviews some of the barriers women moving up the career ladder face and discusses in particular the difficulties of reconciling work and family. Efforts to explain women's slow progress have, according to the author, "overlooked, underestimated and misinterpreted family factors" and argues that employers could do much for both male and female employees by developing policies and work environments that are supportive of family needs. Examples of supportive policies are included.

Friedman, D.E. "The Invisible Barrier to Women in Business." ***Across the Board (Inside Guide),*** **winter 1988: pp. 75-79.**

The article looks at the role of the corporation in encouraging an optimistic future for male and female employees alike by developing policies and work environments that support family needs. The author highlights some of the more innovative efforts by some leading corporations in this field.

Gallese, L.R. "Corporate Women On the Move." ***Business Month,*** **April 1989: pp. 31-36.**

Level entry jobs and middle management jobs now appear to be quite readily available to women. However, the author argues, the barriers at the senior level, particularly in the line jobs, are still holding "firm." In fact, the author anticipates that these barriers won't disappear until the end of the next decade when the demographic shift which is currently impacting on entry and middle rank positions makes its influence felt on the upper levels. Isolated at work, not knowing how to use mentors, having to prove themselves constantly and being kept out of senior-level jobs because of "prejudice against powerful women," most women are consigned to a "velvet ghetto" where jobs pay well but don't lead to the top job.

Glazer-Malbin, N., and Youngelson Waehrer, H. ed. ***Woman in a Man-made World: A Socioeconomic Handbook.*** **Chicago: Rand McNally, 1977.**

This book is a regroupment of articles on gender roles differentiation, sex-differences, myths about women. It also gives specific examples of women's situation in China, Sweden, etc.

Glazer-Malbin, N. "Housework: A Review Essay." In *Woman in a Man-made World: A Socioeconomic Handbook*. Chicago: Rand McNally, 1977.

The author attacks here the myth according to which "women do not work in the home" and shows how the monetary value of housework could be taken into consideration.

Glazer-Malbin, N. "The Subjection of Women: Introduction." In *Woman in a Man-made World: A Socioeconomic Handbook*. Chicago: Rand McNally, 1977.

Glazer reviews, in this introduction, the literature written on sex-differences, gender roles, the minority status of women and the cast and class status of women. She further explains how socialization or economic conditions influence the woman's position in society.

Gregory, A. "Where Are We Coming From and Where Are We Going? Theoretical, Research and Methodological Perspectives on Women in Management." *Women in Management Research Symposium*, Mount Saint Vincent University, Nova Scotia, 1988: pp. 1.1-1.15.

This paper reviews the existing literature on aspects of gender differences and gender stereotyping. The impacts of these were considered in light of the workplace. Following each sectional review of literature are suggestions for future research directions that would contribute to a deeper understanding of women in management.

Grondin, D. "Research, Myths and Expectations: New Challenges for Management Educators." *Women in Management Research Symposium*, Mount Saint Vincent University, Nova Scotia, 1988, pp. 4.1-4.6.

During the late 1970s and early 1980s unprecedented numbers of women attempted to "reach the top" of corporate hierarchies. This paper examines three factors that have handicapped educators in preparing these women to meet this objective. The three factors are (1) the lack of casual explanations for both the success and failures of women executives, (2) the many myths still held by many women, and (3) the expectations women have with respect to corporate behaviour and opportunities. The article also discusses the impact of these factors on research in management education.

Gubbels, R., *Le Travail au Féminin*, ed. Marabout, 1967.

Quoiqu'un peu vieux, cet ouvrage passe en revue les composantes essentielles du travail féminin, détruisant un certain nombre de stéréotypes et montrant les avantages et inconvénients relatifs de palliatifs tel l'emploi à temps partiel.

Gutek, B.A. "Sex Segregation and Women at Work: A Selective Review." *Applied Psychology: An International Review*, vol. 37, no. 2, 1988: pp. 103-120.

This is a review of the literature (almost exclusively American) that covers several topics including problems for women in the workplace. Among these are sex-role spillover (the carry-over of expectations about sex roles to the job), short career ladders, tokenism and its implications. A common theme throughout the discussion is the sex-segregated nature of work.

Gwartney-Gibbs, P.A. "Women's Work Experience and the 'Rusty Skills' Hypothesis." in *Women and Work*, ed. Gutek, B.A., Stromberg, A.H., and Larwood, L., vol. 3, spring 1988.

This research contrasts two ways of examining lifetime work experience in relation to earnings: as characteristics and as length. The author challenges the notion that employment discontinuity is penalized in later earnings. Rather, she supports the hypothesis that, net of time spent out the labour force, intermittency is a rational strategy for maintaining work skills and should be considered by policy makers.

Haccoun, R.R. "Another Myth Goes Poof!" Canadian Banker, vol. 95, no. 3, May-June 1988: pp. 54-58.

The article deals with the prevalent belief that women have higher absence rates than men. The study revealed that the average relationship between gender and absence levels is very low. Gender explains a trivial amount of absence.

Hardesty, S., and Jacobs, N. *Success and Betrayal — The Crisis of Women in Corporate America*. New York: Simon and Schuster, Inc., 1987.

This book deals with the myths and realities of women who want to reach beyond middle management. Based on interviews with both women and men in large American corporations, the authors describe a life cycle for women managers — that is a series of "landings" or "evaluative points" specific to women's careers. They also discuss the invisible barriers that are part of the corporate culture and that limit the ascent of women by setting "terminal" points for their achievements. According to the authors, no environment is immune from these barriers and consequently, the degree of success for women is limited as they get to the end of their "opportunity rope" much sooner than men. The last two chapters focus on what women can do to advance in the male dominated corporation and what corporations can do to attract the best and the brightest, regardless of gender.

Harel-Giasson, F. "An Analytical Framework for the Training of Women in Management." Paper prepared for the International Conference on Management Training for Women, proceedings of the Workshop on Women, Training and Management, École des hautes études commerciales, August 1987: Montreal, pp. 6-29.

The author asks why so few women are in decision-making positions and why they do not have a greater impact when they are. Five broad categories of responses are proposed — "something" is lacking (training, self-confidence, etc.), the existence of sexual stereotypes, the organization of society which puts women at a disadvantage, the systemic discrimination within organizations and the inability of men and women to work together in an egalitarian situation or when women are in positions of authority. Training is proposed as one of the corrective measures.

Harel-Giasson, F., et Robichaud, J., "Tout savoir sur les femmes cadres d'ici", Actes du colloque tenu à Montréal, les 20 et 21 octobre 1988, Montréal, Les Presses des hautes études commerciales, 1988.

Ce document contient les papiers présentés lors d'un colloque sur la situation actuelle des femmes cadres. Les objectifs du colloque étaient de "faire le point sur la condition présente des femmes cadres d'ici, sur leur apport spécifique à l'entreprise et sur ce que leur réserve l'avenir". On aborde entres autres les sujets suivants — les libertés et les contraintes de faire carrière au féminin, un résumé des éléments historiques, conceptuels et pratiques des femmes gestionnaires depuis 15 ans, un aperçu des femmes cadres de l'avenir au Québec et la conciliation de famille et carrière.

Hébert Germain, G., "Le Syndrome du Bourdon", ***L'Actualité,*** **Avril 1984, p. 43-49.**

D'après l'auteur, les hommes ont cessé de réagir aux provocations et stimuli féministes. Au début, parce qu'ils craignaient de ne pas être compris, ensuite, parce qu'ils ont acquis la certitude qu'on ne les écoute pas.

Heilman, M.E., Simon, M.C., and Repper, D.P. "Intentionally Favored, Unitentionally Harmed? Impact of Sex-based Preferential Selection on Self-perceptions and Self-evaluation." ***Journal of Applied Psychology,*** **vol. 72, no. 1, 1987: pp. 62-68.**

Using a laboratory setting and male and female undergraduate students, the authors attempted to determine whether there were any differences in the way people reacted to preferential selection as opposed to merit-based selection in playing leadership positions. As anticipated, only women's self-perceptions and self-evaluations were negatively affected by the preferential selection method. Sex-based preferential selection led the women studied to devalue their leadership performance, to take less credit for successful outcomes and less interest in continuing in a leadership role. The authors believe that this research has important implications for the implementation of affirmative action programs. They warn that how such programs are implemented is crucial and they recommend that the focus should be on competence and quality and that those selected should be made aware of this.

Heilman, M.E., and Herlihy, J.M. "Affirmative Action, Negative Reaction? Some Moderating Conditions." ***Organizational Behavior and Human Performance,*** **vol. 33, 1984: pp. 204-213.**

Increasing the number of female role models in traditionally male occupations is seen by some as a way of breaking a vicious cycle where occupations that have a small number of women attract few women. The authors argue that HOW women obtain these jobs is crucial and will influence the interest not only women have in these jobs but also the interest of men. The article summarizes a study that was done on male and female college-bound high school students and discusses the implications of the findings for affirmative action programs. The results suggest the importance of explaining the process by which larger numbers of women are placed in occupations that were in the past reserved for men — women and men in this study came to different conclusions when information was not provided to them. Without evidence to the contrary, men assumed a "non-merit-based placement" of women while women assumed that the female occupants had their jobs on the basis of merit.

Heilman, M.E., and Martell, R.F. "Exposure to Successful Women: Antidote to Sex Discrimination in Applicant Screening Decisions?" ***Organizational Behavior and Human Decision Processes*****, vol. 37, 1986: pp. 376-390.**

Increased exposure to successful women is often presented as the solution to occupational bias — as it is known that women can handle traditionally male jobs, the incidence of sex discrimination will decline it is believed and discrimination will disappear. In this research, the authors wanted to determine whether and under what conditions exposure to successful women in non-traditional occupations would mitigate against sex bias in selection decisions. One hundred and forty-six male and female college students participated in this study. The data demonstrate, according to the authors, that exposure to successful women in male dominated occupations can deter subsequent sex discrimination in applicant screening decisions. However, the circumstances under which this is likely to occur are quite limited. Although the situation was simulated, the results suggest that an increase in exposure to successful women in and of itself is not a remedy for sex discrimination.

Heilman, M.E., Martell, R.F., and Simon, M.C. "The Vagaries of Sex Bias: Conditions Regulating the Undervaluation, Equivaluation and Overvaluation of Female Job Applicants." ***Organizational Behavior and Human Decision Processes*****, vol. 41, 1988: pp. 98-110.**

A great number of studies have shown that when women apply for non-traditional jobs, they are evaluated less favourably than men with equivalent qualifications. The authors sought to determine, through this study, the conditions under which women are undervalued, equally valued and overvalued relative to men when they are seeking traditionally male jobs. An experiment was done with 241 college students. The authors found evidence of undervaluation, equivaluation and overvaluation of women relative to men. Unless performance ability was verified (through information on the applicant's abilities) women's ratings only exceeded those given to men when the job in question was perceived to be extremely atypical for a woman.

Henning, M., and Jardin, A. *The Managerial Woman*, New York: Simon and Schuster Pocket Book, 1977.

The major contribution of this book lies in its analysis of the "women who made it" by researching communalities in their upbringing, education, and in the socialization process. It also provides alternatives that are available to both men and women to ensure a woman's career success.

Henning, M., and Jardin, A. *The Managerial Woman*. New York: Anchor Press/Doubleday, 1977.

The book provides an analysis of the differences between men and women managers and patterns in the lives and careers of 25 women in top management positions. The final section suggests what women and men can do to integrate women into management.

Hunt, C. "The Equal Opportunities for Women Program in the Federal Public Service." M.A. Thesis, University of Manitoba, 1987.

This thesis evaluates the Equal Opportunities for Women Program and also examines the implementation of the program from a regional perspective. As well, case studies on four regional offices in Manitoba are included. The author concludes that after twelve years of EOW policy, the opportunities for advancement for women were more limited than they were for men, this in spite of the fact that the implementation of the program coincided with a period of unprecendented increase in the participation of women in the work force. According to the author, no single component can be held responsible for the failure of the program. Rather, a number of factors are cited. Included are a lack of "a single, integrated equal opportunity policy and adequate administrative leadership," little real government commitment, little management accountability for results, systemic barriers in the staffing process, an inflexible "merit" system and societal attitudes.

Huppert-Laufer, J., *La Féminité neutralisée? Les femmes cadres dans l'entreprise*, Paris, Flammarion, 1982.

Suite à une enquête auprès d'une soixantaine de femmes cadres et d'une trentaine de cadres masculins repartis dans treize entreprises, l'auteure revoit l'évolution de la situation des femmes cadres dans l'entreprise. Elle se préoccupe de la question de la conciliation entre une recherche

de l'égalité avec les hommes et le maintien de la différence dans un environnement dominé par les hommes, et la réaction des hommes face à une féminisation croissante des postes de cadres. Le dilemme entre vie professionnelle et vie privée apparait comme permanent et le rôle maternel qui est vécu par les femmes cadres apparait comme les plus difficilement conciliable et pour les femmes cadres et pour l'entreprise.

Huppert-Laufer, J., "Les femmes cadres dans l'entreprise: féminité et organisation", *Gestion*, vol. 9, no. 1, février 1984, p. 46-53.

Cet article est inspiré du livre *La féminité neutralisée*? du même auteure. Les carrières des femmes cadres sont analysées et l'auteure présente quatre types de "carrière au féminin" — la soumission à la différence, la reconnaissance de la différence, l'exploitation de la différence et la revendication de la différence. C'est l'évolution de ce dernier genre qui modifie ou qui remet en cause l'équilibre des pouvoirs et les structures organisationnelles qui garantissaient la suprématie masculine car cette dernière veut être cadre, épouse ET mère. Quoique l'avenir n'est pas si claire, l'auteure conclut, que, si jusqu'à maintenant la théorie des organisations a été écrite au masculin, il faudrait désormais commencer à comprendre l'entreprise au masculin-féminin.

Hurst, C. "Mathophobia." *Herizons*, vol. 3, no 1, January-February 1985: pp. 33-34.

Discusses the notion that women cannot do math. The female stereotype that places heavy emphasis on winning approval from others may have radically altered females' approach to learning.

Johnson, A. "Women Managers: Old Stereotypes Die Hard." *Management Review*, December 1987: pp. 31-42.

The author reviews the obstacles female managers face — an "old boy" frame of reference that excludes women, myths about women's goals and abilities, sex-segregated workplaces and absence of long-term goals by women. In order to reduce discrimination against the hiring and promotion of women, employers are advised to "adjust" structurally and attitudinally. Suggestions on how to break down the informal and unstructured barriers that exist both within and outside the organization are included as well as a brief description of progressive efforts by five major American employers in recruiting, retaining and developing female managers.

Kanter, R.S. "Men and Women of the Corporation Revisited." ***Management Review*, March 1987: pp. 14-16.**

Men and Women of the Corporation, published ten years ago, argued that productivity, motivation and career success for men and women were determined largely by organizational structure and the nature of the social circumstances in which people found themselves. In short, men and women in similar circumstances behaved in similar ways. The problem was, according to Kanter, that women were rarely in similar circumstances because of sex-typed images and their concentration in jobs with lower opportunities for advancement. Although much progress has been made since that time, the author observes that women have not yet penetrated the "glass ceiling" and are kept out of the higher positions. Managerial cloning perpetuates opportunity and power problems. The spread of innovative management practices that could create new opportunities for women will also create new problems, Kanter believes, as long as women carry a disproportionate share of family responsibilities.

Kates, J. "The Quiet Revolution." ***Report on Business*, July 1988: pp. 59-64.**

This article highlights the progress of women in management in corporate Canada. In spite of this progress, women are still facing barriers, three of which are highlighted here — the difficulty some men (including young men) have working with women, women's own ignorance of team play and the corporate culture that excludes women. The author concludes rather optimistically that the current trend to downsizing could create more hospitable environments for women.

Katz, D. "Sex Discrimination in Hiring: The Influence of Organizational Climate and Need for Approval on Decision Making Behavior." ***Psychology of Women Quarterly*, vol. 11, 1987: pp. 11-20.**

The author's thesis was that organizational climate could encourage or inhibit discriminatory behaviour and that a person's need for approval would interact with the organization's climate to influence their decisions. Using male business students in a classroom setting, the author states that his thesis received partial support — in a discriminatory climate, female applicants were evaluated less favourably than men in terms of their likelihood of being hired and of being seen as fitting into the organization. However, approval motivation was not related to salary decisions. The finding that organizational climate can have an impact on hiring decisions is important, the author states, because it suggests that environments that encourage non-discriminatory decisions can be consciously created. Variables such as the corporate philosophy, the use of language and the presence of a significant number of women in the management structure can contribute to a non-discriminatory climate.

Keeton, K., *Femme de demain — Un regard lucide et optimiste sur l'avenir des femmes*, Québec, Le Jour, Editeur, 1985.

La quatrième section intitulé "L'activité professionnelle" (chapitres 10, 11 et 12), est d'intérêt particulier. L'auteure mise beaucoup sur les progrès technologiques pour améliorer le sort professionnel des femmes et pour éliminer plusieurs obstacles. Cependant, le fait que peu de filles entrant à l'université s'orientent vers une carrière scientifique l'inquiète beaucoup et des conseils pratiques sont offerts pour tenter de rémédier à la situation. Un avenir plus libre et diversifié pour tous et en particulier les femmes, est anticipé.

Kempeneers, M., "Questions sur les femmes et le travail: une lecture de la crise", *Sociologie et sociétés*, vol. XIX, no. 1, avril 1987, p. 57-71.

Le bouleversement des structures de l'emploi et de la famille depuis les vingt dernières années amènent l'auteure à étudier les trajectoires féminines et les interruptions d'emploi. L'analyse des données invite, selon l'auteure, à reconsidérer l'explication des responsabilités maternelles comme cause principale de la discontinuité en emploi des femmes. Ce sont plutôt, selon l'auteure, des raisons liées aux conditions et à la nature du marché du travail actuel.

Knopf, R. "On Proving Discrimination: Statistical Methods and Unfolding Policy Logics." *Canadian Public Policy*, vol. 12, no. 4, December 1986: pp. 573-583.

The author discusses the use of statistical evidence in the proof of illegal discrimination. Different methods are listed that can be used to prove systemic or intentional discrimination.

Lalande, S., "Les femmes en affaires; une minorité plus que visible", *Le Devoir économique*, mars-avril 1987, p. 26-30.

L'auteure survole le monde des femmes d'affaires, des femmes entrepreneures ou collaboratrices et des femmes cadres. Quoiqu'elles sont présentes de plus en plus à tous les niveaux, la direction des entreprises demeurent toujours un monde masculin. Quatre obstacles sont soulignés: le stéréotype masculin du manager, l'homogénéité au sommet, l'unique modèle de carrière qui rentre souvent en conflit avec l'horloge biologique des femmes et l'absence des femmes dans le réseau informel des clubs sociaux. L'importance des programmes de discrimination positive est aussi soulignée. Plus en plus de femmes choisissent de lancer leur propre entreprise car elles se voient souvent sous-estimées, sous-utilisées et sous-payées dans les grandes entreprises.

Larwood, L., Gutek, B., and Gattiker, U. "Perspectives on Institutional Discrimination and Resistance to Change." *Group and Organization Studies*, vol. 9, no. 3, September 1984: pp. 333-352.

The authors contend that a review of the evidence concerning the efforts to counter discrimination in the workplace suggests that little progress has been made. Three leading theoretical perspectives on discrimination are reviewed — economic, sociological and psychological. However, they are found to be wanting and the authors propose a fourth perspective — the managerial perspective that they call the "rational bias" because it appears that discrimination is the result of a rational decision made in an organizational context. The self-interested manager will not only consider his/her own preferences but also the perceived preferences of relevant powerful others both within or outside the organization. To eliminate discrimination at the organizational level, efforts must be made by the power holders to indicate that discrimination is not acceptable. Some suggestions are included. The authors conclude that although many regulations are currently in place in many organizations, it appears that a commitment by key individuals has been lacking so far.

Larwood, L., Szwajkowski, E., and Rose S. "When Discrimination Makes 'Sense': the Rational Bias Theory." ***Women and Work*****, ed. Gutek, B.A., Stromberg, A.H., and Larwood, L., vol. 3, 1988: pp. 265-288.**

The rational bias theory conceives of discrimination as the consequence of self-interested managers making personnel decisions concerning their subordinates based on the managers' own careers rather than on the abilities of their subordinates. The discrimination has therefore proven difficult to eradicate.

Lasvergnas, I., "Contexte de socialisation primaire et choix d'une carrière scientifique chez les femmes", ***Recherches féministes*****, 1988, vol. 1, no. 1, p. 31-45.**

L'auteure s'attarde sur les facteurs de socialisation des filles en science et constate qu'institutionnellement et relationnellement le support d'une image paternelle dans les institutions scientifiques présente plus de difficulté pour les femmes que pour la plupart des hommes. Selon l'auteure, il existe en science un jeu social construit sur l'homme, où la femme ne s'intègre vraiment jamais.

Laufer, J., "Égalité professionnelle: un atout pour gérer les ressources humaines", ***Revue française de gestion*****, no. 55, Paris, janvier-février, 1986, p. 41-53.**

L'auteur étudie les enjeux de l'adoption d'une loi, introduite en 1983, qui insère dans le code français du travail le droit à l'égalité professionnelle entre les hommes et les femmes. On souligne que la féminisation croissante de la main d'oeuvre n'a pas réduit la différence entre les emplois occupés par les hommes et par les femmes et que les femmes rencontrent davantage d'obstacles pour obtenir de la formation et une promotion. Les mesures et stratégies préconisées par les plans d'action déposés par les employeurs annuellement sont revues et quoique la nature des entreprises est très diverse, un point commun ressort — la place faite aux femmes — elles sont quasiment absentes des catégories les plus élevées.

Laufer, J., "Les femmes cadres dans l'organisation" dans *Le Sexe du Travail*, par un collectif de femmes, Presses universitaires de Grenoble, 1984, p. 71-95.

Ce texte débute avec un bref historique sur le travail traditionnel des femmes dans les grandes entreprises — un travail généralement de subordonné. En deuxième lieu, l'auteure décrit quatre catégories de femmes cadres. Par la suite elle étudie l'organisation face à la femme cadre qui revendique l'égalité. L'hypothèse de l'auteure est que "...l'intrusion des femmes à des postes de plus en plus semblables à ceux des hommes ... ne peut que renforcer la crise d'identité des hommes et leur désir d'asseoir leur légimité sur ... l'exclusivité de l'adhésion et de l'interprétation correcte des règles".

Laurent A., *Féminin Masculin, le Nouvel Équilibre*, Ed. du Seuil, 1975.

Cet ouvrage montre comment la sortie de la femme du foyer a provoqué certains déséquilibres dans le couple et s'interroge sur les façons dont masculinité et féminité peuvent être conjugués. Pour cela, A. Laurent montre que plus que la femme, c'est l'homme qui pose problème, cet homme agressif et qui tente de conjurer son anxiété par la domination.

Legault, G. et Tardy, E., "Les programmes d'accès à l'égalité au Québec: une condition nécessaire mais non suffisante pour assurer l'égalité des femmes," *Revue de droit*, Université de Sherbrooke, vol. 17, no. 1, 1986, p. 151-189.

Ce texte trace un bref historique des revendications des Québécoises en matière d'égalité en emploi et présente une synthèse des politiques et des programmes mis en place aux Etats-Unis, au Canada et au Québec pour corriger ces inégalités. Selon les auteurs, l'égalité en emploi pour les femmes est une lutte non gagnée et le texte tente de démontrer la sexisation des marchés de travail. En dernier lieu, les enjeux autour des programmes d'accès à l'égalité sont discutés et affirment les auteurs, plus les femmes demandent des mesures correctives, plus l'opposition s'intensifie.

Lewis, G.B. "Progress Toward Racial and Sexual Equality in the Federal Civil Service?" *Public Administration Review*, May/June, 1988: pp. 701-707.

The author notes that the American federal government, as one of the country's largest employers, is a symbol of America's commitment to racial and sexual equality. Its past record has been poor — white males hold most of the high-paying, policy-making jobs. This paper examines the changes between 1976 and 1986 in terms of representativeness and salary differences for five racial and ethnic groups of men and women in the federal civil service. The author concludes that, although women and minorities made progress throughout this period, the pace was slow although steady. At this rate, it would take another 30 years before women and minorities filled half the positions at the GS-13 level (General Schedule white collar pay system).

Lisée, J.F., "L'entreprise des mères", *Revue Commerce*, mai 1988, p. 114-118.

L'auteur présente une perspective québecoise sur la situation des femmes aux États-Unis. Les entreprises américaines s'empressent de répondre aux besoins spécifiques des femmes seulement lorsqu'elles s'aperçoivent que les femmes sont devenues indispensables dans le marché du travail. Les mécanismes utilisés incluent garderies, horaires flexibles, congés de maternité, modification des critères de promotion (plutôt que de considérer les années de travail consécutives, on additionne toutes les années de travail sans regard aux interruptions), travail à la maison, accès à un congé de maladie quand l'enfant est malade, etc... Cependant, ces précédents sont souvent seulement établis pour celles rendues indispensables par leur compétence. Les entreprises dirigées par les femmes sont apparamment plus conscientes des problèmes de leurs employés et modifient leurs pratiques en conséquence. Selon l'auteur, dans un marché du travail en voie de retrécissement, des conditions de travail plus favorables à la maternité et à la famille, peuvent devenir un avantage pour l'employeur.

Loden, M. "Recognizing Women's Potential: No Longer Business as Usual." *Management Review*, December 1987: pp. 44-46.

The author identifies ten strategies that can help employees create an organizational climate that fully uses women's talents and skills. Comprehensive efforts in the areas of recruitment, development and retention are required. Some of the recommended initiatives include rectifying inequities in salaries and promotions, creating executive women's councils reporting to the CEO, tracking high-potential women, emphasizing commitment through communication, encouraging networking, updating policies and benefit plans to better reflect changing times, and providing education and awareness training.

Lord, C., "Programmes d'accès à l'égalité: où en est le dossier?", ***La Gazette des femmes*****, mai-juin, 1987, p. 14-17.**

L'auteure résume les grandes lignes du programme d'accès à l'égalité (programme inclus dans la partie III de la charte québecoise des droits et libertés de la personne) — les entreprises touchées, le soutien financier et technique disponible et l'existence d'un comité consultatif. L'expérience d'Hydro-Québec est résumée. A souligner qu'à Hydro-Québec un projet pilote a intégré des femmes dans un milieu non-traditionnel, non pas d'une façon isolée, mais six par six. Les avantages d'ouvrir les portes des entreprises publiques et parapubliques aux femmes sont aussi soulignées.

Lowe, G.S. ***Women in the Administrative Revolution*****. Toronto: University of Toronto Press, 1987.**

The causes and consequences of the feminization of clerical work in Canada with some comparative analysis with Great Britain is the subject of this book. Chapter 4 presents an in-depth look at the conditions under which clerical work became feminized using the banking sector and the federal civil service as case studies. Referring to women working in the federal service as "third division civil servants," the author notes that the early discriminatory policies of the federal civil service were so successful that their effects still impact on today's employment structure. Noting the cumulative effect of sex labelling and job segregation, the author contends that once sex-typing of an occupation has occurred, a kind of structural inertia sets in and it is difficult to break the pattern. As well, the working conditions of the "female" jobs lead to a certain adaptation by women — low job commitment, higher turnover, etc., which reinforces the image of women as only suitable for these kinds of jobs.

Mann, A. "Women Managers: Destroying the Myths." ***Management Today*****, March 1987: pp. 66-67.**

Women managers are striving to gain more senior jobs in management. The article points out how firms can accommodate the special needs of women better, to the advantage of both parties.

Marchis-Mousen, M.F. Women in Management Worldwide — ***A Research Review*****. Montreal: École des hautes études commerciales, January 1989.**

This paper presents a review and a good summary of the findings on women in management throughout the world. After providing a brief overview of the current overall situation of women managers, the author identifies three types of barriers they face — socio-cultural barriers such as socialization and stereotypes and the repercussions that these two variables have had on the way women managers are evaluated and perceived; situational barriers within organizations, both social and structural, including policies and procedures, internal labour markets, sex ratios, etc. and lastly, family commitments. Another section deals with the key attributes of success and mentoring is highlighted as one such element. Lastly, three types of corrective measures to the barriers women managers face — legislation, organizational change and training — are summarized.

Markham, W.T. "Sex, Relocation and Occupational Advancement: The 'real cruncher' for Women." ***Women and Work: An Annual Review*****, vol. 2, 1987: pp. 207-231.**

An analysis of the effects of relocation on the careers of women and men is presented through a review of the literature on the relationships between sex, geographic mobility and job advancement. The evidence suggests that relocation enhances the career of those who move for their own advancement, that women move less often to advance their careers and are less willing to do so. The evidence regarding why this is so is presently not adequate according to the author and further study is required.

Markiewicz, D., and Devine, I. "Cross-Sex Relationships at Work and the Impact of Gender Stereotypes." Paper presented at the Women in Management Symposium, Mount Saint Vincent University, Nova Scotia, 1988, pp. 3.1-3.9.

This study measures the effects of sex on judgments of performance, of affective variables, of consequences for careers and of fellow workers' reactions. It shows that specific circumstances are associated with particular patterns of responses.

Marshall, J. *Women Managers — Travellers in a Male World.* Chichester: John Wiley and Sons, 1984.

The author argues that society and the world of organizations are largely structured by men and dominated by their needs and values. "Think manager, think male" is still widely accepted and women are acceptable in management if their behaviour and career patterns are the same as men's. The author reviews in some depth the current literature on the management potential of women and looks at the obstacles (with particular emphasis on the informal structures) that keep women from advancing and that hinder them when they move into more senior positions. Several chapters are devoted to a research study of 30 British female managers and leads the author to conclude that the notions of career and ambition need to be revised when studying women. One chapter maps out advice to organizations on how to get more women into management. Proposed initiatives include integrating women as equals (number balancing, training, etc.), improving the acceptance of women and advising women on how to participate in a man's world. However, the author maintains that this strategy has limited value in the long term and proposes more radical solutions emphasizing women and their experiences rather than men's.

Marshall, J. "A Testing Time Full of Potential." *Women in Management Review*, vol. 1, no. 1, spring 1985: pp. 5-14.

The author believes that we are "at the start of a new stage in women's development" and that this will impact on women in management. Four trends are discussed — the movement away from male models of management to diverse models, the creation of "women-only spares," the increasing identification and support among women and the importance of developing opportunities for dialogue between men and women.

Marshall, K., "Présence accrue des femmes dans les professions, depuis le début des années 80", *Tendances sociales canadiennes*, Statistique Canada, printemps 1989, p. 13-16.

Les statistiques de 1986 indiquent que les femmes ont fait des progrès rapides dans les professions à prédominance masculine. Mais, en dépit des gains réalisés, les femmes continuent d'être fortement sous-représentés dans la plupart des professions à prédominance masculine. L'auteure souligne aussi des différences quant aux caractéristiques d'emploi des hommes et des femmes dans les professions — les femmes sont toujours moins bien rémunérées que les hommes et cet écart n'a pas diminué depuis 1981.

Martin, P., Harrison, D., and Dinitto, D. "Advancement for Women in Hierarchical Organizations: A Multilevel Analysis of Problems and Prospects." *The Journal of Applied Behavioral Science*, vol. 19, no. 1, 1983: pp. 19-33.

Women's problems and prospects for advancement to upper-level positions in hierarchical organizations are analyzed within a five-level framework of social organization. The five levels are (1) societal; (2) institutional; (3) organizational; (4) role; and (5) invidivual. Corresponding units of analysis for each level are identified and discussed. To illustrate the framework, two problems confronting women are identified for each level, along with possible corrective actions. Conclusions are that (1) fundamental change in women's status in hierarchical work organizations will require simultaneous efforts on all five levels of social organization; (2) change in any realm requires political actions against ideological justificant and claims for women's exclusion; and (3) the division of labour between the sexes in relation to work and child/family/home responsibilities must change before women can receive equitable treatment in the workplace. The authors call for more research on the interrelations between influence and factors across levels of social organization.

Maruani, M., *Mais Qui a Peur du Travail des Femmes?*, Paris, Editions Syros, 1985.

L'auteure fait le point sur la transformation radicale depuis vingt ans du travail des femmes hors de la famille en France. Mais en dépit des faits et des lois et en dépit de l'expansion de l'emploi féminin, "le droit à l'emploi des femmes n'est toujours pas acquis" selon l'auteure. Cette

croissance ne s'est pas accompagnée d'une plus grande "mixité" des emplois et celles qui s'aventurent dans les occupations traditionnellement masculines font souvent face au phénomène d'exclusion et voient souvent une division sexuelle du travail se recréer. La réalité du travail pour les femmes est niée, estime l'auteure, parce que ça fait peur — et ça fait peur parce que ça touche aux rapports de pouvoir et d'autorité entre hommes et femmes.

McCaney, M., Ahmed, S. et al. "The Subjective Culture of Public Sector Women and Men Managers: A Common Instrumental/ Expressive Value Orientation or, Two Different Worlds?" *Canadian Journal of Administrative Sciences*, vol. 6, no. 2, June 1989: pp. 54-63.

This study was designed to determine if there would be any difference in the meanings of work values for male and female managers. The subjects were male and female managers in the federal public service. No significant differences across gender were found and the authors discuss the implications of this study for employment equity.

McEnrue, M.P. "Predicting Attitudes Toward Affirmative Action in Advancement." *Equal Opportunities International (UK)*, vol. 7, no. 1, 1988: pp. 28-31.

Demographic changes, pending court decisions, and corporate downsizing have caused the press to place more emphasis on affirmative action in advancement as opposed to initial selection. Some research suggests that women and minorities have turned down advancement opportunities when they exist, and a number of explanations have been proposed as to why they voluntarily refuse to pursue these promotion opportunities. A study investigates such refusal based on the perception that the promotion opportunities are really phantom. It also considers the impact of this phenomenon on workers' attitudes toward affirmative action. Eighty female and minority employees involved in low-level administrative and high-level technical or clerical positions at a university participated in the research. Results indicate that a link exists between employees' advancement aspirations, perceptions of opportunity, and their attitudes concerning affirmative action. Tables. Charts. References.

McNeish, J. *Study of the Differentiated Career Orientation Between Men and Women*. Research paper, Concordia University, April 1980.

This study attempted to correlate career anchorage with certain independent variables of organizational behaviour. Findings emphasize that no difference could be found between men and women in terms of need for achievement, locus of control, age, participation in decision-making, job scope, motivation and organizational independence.

McPherson, J.A. "Mobilizing the Mentor." *The Entrepreneurship Development Review*, no. 4, winter 1978: pp. 18-19.

This paper discusses two alternate approaches to assisting new entrepreneurs to access the resources they need to plan, launch and manage a new enterprise. Community-based advisors of start-up entrepreneurs are encouraged to adopt a networking approach rather than a hands-on mentoring technique, as a more efficient and effective counselling methodology.

Merriam, S. "Mentors and Proteges: A Critical Review of the Literature." *Adult Education Quarterly*, vol. 33, no. 3, 1983: pp. 161-173.

Within the last few years, mentoring has emerged as a popular topic in several fields. Articles and talk shows imply that success in life is somehow related to having a mentor or being a mentor. The purpose of this review is to evaluate the extent to which such enthusiasm can be substantiated by research. The literature on mentoring is divided into three sections: the mentoring phenomenon in adult growth and development, mentoring in the business world, and mentoring in academic settings. A concluding section summarizes findings across these three settings, speculates about the relevance of mentoring for adult educators, and suggests avenues for future inquiry.

Metcalfe, B.P. "What Motivates Managers: An Investigation by Gender and Sector of Employment." *Public Administration*, vol. 67, spring 1989: pp. 95-108.

This study presents the findings of a large survey of attitudes of British managers to what they want from their jobs and how they see their jobs meeting those needs. Men and women managers from both the private and public sectors were included. The author concludes that there appears to be little foundation to the myth that women are less ambitious and career-oriented than men. The data also suggest that in both the public and private sectors, women have to make decisons re: marriage and children that men do not appear to have to make.

Meynaud, H.Y., "L'accès au dernier cercle — A propos de la participation des femmes aux instances de pouvoir dans les entreprises", *Revue française des affaires sociales*, 42e année, no. 1, jan.-mars 1988, p. 67-87.

La première partie de ce travail décrit certains des blocages que les femmes rencontrent dans leur tentative de monter l'échelle du pouvoir. La deuxième section présente les points de vue des femmes en étudiant particulièrement leur trajectoire de carrière. Tout comme en Amérique, l'auteure souligne l'absence des femmes dans le "dernier cercle" et note qu'à "diplôme égale, ancienneté égale" la carrière des femmes est plus lente. Les obstacles sont aussi semblables à ceux qu'on retrouve en Amérique — la résistance des décideurs (souvent à cause de mythes et stéréotypes au sujet des femmes), des barrages systématiques, certains obstacles d'ordre légal et des hésitations par les femmes elles-mêmes. Quelques exemples d'un début de changement sont notés, y inclus l'importance de la mise en application de lois sur l'égalité professionnelle des femmes. Mais l'auteure avertit que l'insertion des femmes sans précautions préalables peut aussi conduire à l'échec.

Mikalachki, D., and Mikalachki, A. "Women in Business — Going for Broke," *Business Quarterly*, vol. 50, no. 2, 1985: pp. 25-32.

The authors review the status of professional and managerial women in Canada between 1975 and the early 1980s and present the results of a study of MBA women and men undertaken by them in 1984 and 1985. The results showed differences between the two groups in terms of the importance of their careers, the level of management attained, their career goals and the obstacles they saw with regard to their career growth. Attitudes towards their gender, family responsibilities and geographical limitations were identified by women but not by male managers as barriers to their career growth.

Miller, J., Lincoln, J.R., and Olson, J. "Relationality and Equity in Professional Networks: Gender and Race as Factors in the Stratification of Inter-organizational Systems." ***American Journal of Sociology*****, vol. 87, 1981: pp. 308-335.**

The organizational principles of rationality and equity account for the bureaucratic leveling effect on social differences posited by Weber. An inference from this framework, that organizational systems will neither create nor reinforce inequality based on gender or race, was examined with data provided by the members of six multi-agency social service delivery systems. The dependent variable was a measure of access to the networks of inter-organizational exchange that tied together the agencies in these systems. This measure, called centrality, did not vary by race or gender. However, an analysis of first- and second-order interaction effects indicated that the combinations of investments and contributions that were predictive of men, and non-white women. A complicated process of negotiation for resources and advantages was indicated that is not easily reconciled with deductions from classical organizational theory.

Ministère des Affaires Municipales, Gouvernement de l'Ontario, ***Tendances de l'Emploi dans les Administrations Municipales Selon le Sexe — Initiatives et Evolution*****, décembre 1986.**

Cette étude descriptive fournit des renseignements sur la place des femmes dans le secteur des administrations municipales. La gamme des emplois pour les femmes est plus restreinte que celle des hommes et dans les secteurs où travaillent la majorité des femmes, l'échelle des salaires est inférieure à celle des hommes. Il ressort aussi de cette analyse que "plus la municipalité est grande, plus le pourcentage des postes administratifs occupés par les femmes est faible".

Moore, L.L., ed., ***Not As Far As You Think*****. Massachusetts: Lexington Books, 1986.**

The internal-psychological barriers and the external barriers women face at work are discussed and some solutions are offered. Of particular interest are two chapters on managing the culture of an organization (Chapter 4, Mentoring or Networking by R. Keele and Chapter 12, Mastering Change: The Skills We Need by R.M. Kanter). According to

the author, the problems are both internal and external and therefore call for individual male and female changes as well as institutional and organizational changes.

Morazain, J., "La difficile ascension des femmes dans l'entreprise", *Le magazine Affaires*, septembre 1985, p. 19-31.

Malgré une progression remarquable depuis la dernière décennie, les femmes cadres sont presque toujours absentes des postes décisionnels. La recherche démontre, selon l'auteure, que plus on monte, plus il y a des tendances à l'homogénéité car les critères de compétence sont plus flous et les décideurs vont chercher ceux qu'ils connaissent, ceux avec qui ils ont une affinité. L'auteure se penche sur la situation des femmes cadres et note les obstacles systématiques qu'elles rencontrent — leur absence dans les réseaux masculins, l'absence de modèles féminins de progression, l'absence de mentors, et les préjugés persistants qu'elles doivent subir (la discrimination subtile, l'inconfort des hommes face à leurs collègues féminins, les présomptions; face à la mobilité, la disponibilité et l'ambition des femmes mariées). Les handicaps psychologiques des femmes sont aussi notés tels que leur incapacité de déléguer au niveau familial, leur manque de confiance et leur manque de visibilité. L'importance d'une stratégie de carrière est soulignée. Quatre entrevues avec des femmes cadres font suite. Elles offrent des conseils pratiques au niveau de l'individu tels l'importance du sens de l'équipe, d'avoir des objectifs, la formation et la nécessité de programme d'accès à l'égalité.

Morazain, J., "L'égalité des chances — entre l'essentiel et le superflu", *Le magazine Affaires*, octobre 1985, p. 21.

Cet article porte sur la nécessité d'un coup de pouce pour contrecarrer les obstacles à l'entrée et à la progression des femmes sur le marché du travail. Le débat s'accentue cependant quand vient le temps d'identifier les moyens les plus appropriés — doit-on forcer les employeurs ou laisser jouer librement les tendances du marché? L'auteure retrace l'historique de ces programmes et des actions du gouvernement fédéral et du gouvernement du Québec et remet le défi aux employeurs de démontrer que les mesures règlementaires ne sont pas nécessaires pour remédier aux situations d'inégalités courantes.

Moreira, P. "Myths About Women Hinder Advancement." Halifax Chronicle Heral, June 7, 1988: pp. 1-B & 2-B.

The article reviews some of the myths about women in the workplace. The author then goes on to explore employment equity plans and the important elements that these should reflect.

Morgan, N. *Implosion: An Analysis of the Growth of the Federal Public Service in Canada (1945-1985)*. Montreal: The Institute for Research on Public Policy, 1986.

Analyzes the growth of the federal public service over a forty-year period. The author contends that the growth was not managed and has led to an "unbalanced" work force that is characterized by too many male middle managers concentrated in the Ottawa-Hull region. Women were the "biggest losers" according to the author in both periods of public service expansion that she reviews. This is attributed to a lack of political will on the part of two prime ministers (contrary to their position on bilingualism and the hiring of Francophones). Morgan also maintains that during the last expansion, the evaluation and merit systems were allowed to break down. She speculates briefly on the future of the public service.

Morgan, N., *Jouer à l'inégalité: Les femmes et la fonction publique fédérale du Canada (1908-1987)*, Ottawa, Conseil consultatif canadien de la situation de la femme, 1988.

L'auteure fait l'historique de la progression des femmes au sein de la Fonction publique fédérale et fait état des barrières formelles et informelles qui ont empêché et retardé leur recrutement et leur promotion. Les écarts entre les hommes et les femmes sont toujours existants et ceci en dépit de programmes spéciaux, d'un recrutement plus féminin et d'un taux de promotion pour les femmes qui est, depuis quelques temps supérieur à celui des hommes. Sa thèse principale est "l'extraordinaire résistance" des hommes au partage du territoire bureaucratique, leur utilisation du système informel pour ériger des barrières techniques à la progression des femmes et l'absence d'unité ou de solidarité chez les femmes. Sa recherche est basée sur l'histoire de la fonction publique à partir d'archives, de rapports annuels, de statistiques fournies par la Commission de la fonction publique et d'entrevues ouvertes avec cinquante-deux fonctionnaires.

Morrison, A.M., et al, and the Centre for Creative Leadership, *Breaking the Glass Ceiling: Can Women Reach the Top of America's Largest Corporations*. Reading, Mass.: Addison-Wesley Publishing Company, 1987.

Based on a three-year study of 76 women in or near the management level at 25 Fortune 100-sized companies and on a companion study with 22 "savvy insiders," the authors examined the factors that determined success or derailment for women in the corporate world. Central to their thesis is that not only is there a glass ceiling, a "transparent barrier" that keeps women (because they are women) from rising above a certain level in corporations, but once women break this barrier, they meet a wall — a "wall of tradition and stereotype" that keeps them out of the inner circle of senior management or the club. The authors are not optimistic about women's chances of entering the senior management level over the next 20 years. Changes in institutions, in attitudes and in behaviour are required. Some mechanisms that individual companies have used to reduce barriers are identified and the enforcement of formal legislation such as the *Equal Employment Opportunity Act* is recommended.

Morrison, A., White, P.R., and Van Velson, E. "Executive Women: Substance Plus Style." *Psychology Today*, August 1987: pp. 18-26.

The authors describe the "narrow band" of acceptable behaviour for women executives and identify four contradictory sets of expectations that women must reconcile: taking risks, but being consistently outstanding; being tough, but not too tough; being ambitious but not expecting equal treatment particularly in the areas of salary, budgets and access to benefits; and taking responsibility but following other's advice. Mounting evidence indicates, the authors point out, that women are "remarkably similar" to men in their abilities and motives. However, women in management have been perceived as more different from men than they really are and this has led to a qualitatively different environment for women from the one executive men operate in. The authors believe that this difference may be the "crucial" and perhaps the only meaningful difference between male and female executives.

Morrow, J. "Employment Equity Planning." *Canadian Public Administration*, vol. 29, no. 4, 1986: pp. 630-632.

The author underlines the need for employment equity planning in the public sector and highlights some of the elements that can help make it an important management tool. A strong executive commitment to the principles, implementation strategy and outcomes of the program is seen as crucial. An educational strategy, as opposed to a coercive strategy, is proposed and it is recommended that the program be linked to a human resource and career development strategy. The author concludes by identifying the elements that should be common to employment equity programs regardless of the chosen implementation strategy.

Nelson, D.L., and Quick, J.C. "Professional Women: Are Distress and Disease Inevitable?" *Academy of Management Review*, vol. 10, no. 2, 1985: pp. 206-218.

The authors examined the literature on women to determine the unique stressors affecting professional women. In addition to common stress, which individuals in organizations must contend with, women face unique obstacles that include discrimination (and the more subtle form found in exclusion from the informal systems within organizations), sex-role stereotyping, conflicting demands of career and family life and social isolation. The behavioural, physiological and psychological consequences of distress are reviewed and four preventive "stress management moderators" are suggested. One of these includes finding a mentor. Additional areas of study are also identified.

Nichols, J. *Men's Liberation: A New Definition of Masculinity*. New York: Penguin Books, 1975.

This book proposes a new definition of masculinity. "Men's liberation" means freedom from the destructive competition, from the nervousness that inhibits male friendship, from all the cultural straitjackets and mental stereotypes that alienate men's attitudes and behaviours.

Nicholson, N., and West, M. *Managerial Job Change: Men and Women in Transition*. Cambridge: Cambridge University Press, 1988.

The authors are concerned about change and how middle to senior managers experience job change and transitions. The literature on careers, occupational socialization and organizational change is deficient in its attention to the dynamics of adjustment to change, the authors contend. A sample of 2,300 British managers (including 800 women) drawn from a wide range of regions and organization types is the basis of this study. Among the conclusions reached by the authors is the notion of different career paths for men and women. Women in their sample moved faster between jobs and made more radical switches, typically employer-changing and they maintained this pattern more continuously throughout their careers. As well, they had different motives and attitudes to their careers — women had high growth needs and were more intrinsically motivated in career choices. Given the pace of change the traditional notion of "career" is being eroded. The authors argue that the style and pattern of response of women could be more in keeping with the climate of current times than men's.

Nixon, M. "Few Women in School Administration: Some Explanations." ***The Journal of Educational Thought*****, vol. 21, no. 2, August 1987: pp. 63-70.**

The author considers explanations for the small number of women administrators in Canada where, in teaching, there are no structural barriers to upward mobility. Reviewing briefly traditional approaches to this question, the author finds a more plausible explanation in the linking of three dimensions to the model of covert discrimination — role discrimination, access discrimination and treatment discrimination. The problem of the small number of women administrators is, according to the article, symptomatic of a larger problem, that is, the androcentrism (the elevation of the masculine to the level of the universal) that is a part of administrative roles.

Noe, R.A. "Women and Mentoring: A Review and Research Agenda." ***Academy of Management Review*****, vol. 13, no. 1, 1988: pp. 65-78.**

An overview of the research on mentoring is provided. Evidence to date indicates that career and psychosocial benefits do result from mentoring relationships, however, it would appear that women may have difficulty in establishing such relationships. Female mentors are often lacking and the development of cross-gender mentorships can be inhibited by a number of individual or organizational factors such as a lack of access by women to potential mentors, women's status as "tokens" which gives them high visibility in an organization and which can scare off possible mentors, sex-role stereotypes about women managers that make them less desirable as proteges, and peer perceptions that the cross-gender relationships are sexual in nature. It would appear that the lack of mentorships for females can have adverse consequences for both the individual and the organization. The author concludes by highlighting areas for further research.

Northcott, H.C., and Lowe, G.S. "Job & Gender Influences in the Subjective Experience of Work." ***Canadian Review of Sociology and Anthropology*****, vol. 24, no. 1, February 1987: pp. 117-131.**

A study of the letter-sorting machine operators and letter carriers at Canada Post was carried out to determine whether males and females react differently to working conditions because of (1) different perspectives (gender) or (2) working conditions, per se. The results support the proposition that working conditions and not gender determine perceptions and reactions to work.

O'Leary, V.E. "Women's Relationships with Women in the Workplace." in ***Women and Work*****, vol. 3.**

In an attempt to review the social psychological literature, this article discusses the perception of women in the workplace, as bosses and subordinates, and tries to explain the complex differences between male and female perceptions.

Paquerot, S., "Les Femmes Cadres dans la Fonction Publique du Québec", dans "Tout savoir sur les femmes cadres d'ici", Actes du colloque tenu à Montréal, les 20 et 21 octobre 1988, Montréal, Le Groupe Femmes, Gestion et Entreprises, Les Presses des hautes études commerciales, 1988, p. 243-256.

La place des femmes dans les structures décisionnelles de la fonction publique québécoise est analysée. L'étude tente de démontrer qu'en dépit de la reconnaissance du principe d'égalité d'accès aux postes de pouvoir, la participation aux décisions est toujours hors de la portée des femmes.

Paquette, , L., *La Situation Socio-Economique des Femmes, Faits et Chiffres*, réalisée par le Secrétariat à la condition féminine, Québec, Les Publications du Québec, 1989.

Ce document présente plusieurs séries d'indicateurs statistiques sur la situation socio-économique des Québécoises. Ces indicateurs sont en grande majorité reliés au marché du travail — participation au marché du travail, la formation, les emplois occupés, le travail à temps partiel, etc... Malgré la participation toujours croissante des femmes sur le marché du travail et malgré une scolarisation accrue, la ségrégation professionnelle et les écarts salariaux entre hommes et femmes persistent toujours.

Paton, A. *Women in Management: Affirmative Action and Merit in the Federal Public Service*. Masters Research Project, School of Public Administration, Queen's University, 1985.

The author discusses whether affirmative action or equal opportunity programs are in conflict with the merit principle. She argues that the "objective" merit principle has produced a rather homogeneous civil service and she makes the distinction between the merit principle and the merit system. She states that in fact the notion of "merit" is an evolving one. Better access for women to in-house training and other "non-competitive" benefits that have been denied to them in the past should increase women's chances for promotion. This should also contribute to a more "representative" bureaucracy.

Paul, N. "Networking: Women's Key to Success." *Women in Management Review*, vol. 1, no. 3, 1985: pp. 146-151.

Two obstacles that women in management experience are isolation and loneliness. Networking is one way of overcoming these obstacles according to the author and a guide to networking is provided. The different types of networks, how they are structured, what they are and are not and how they work are included.

Pazy, A. "Sex Differences in Responsiveness to Organizational Career Management." *Human Resource Management*, vol. 26, no. 2, 1987: pp. 243-256.

This is a study of the differences between women and men in their responsiveness to formal organizational career management. It was found that the individual career variables of women were similar to men's, but their responsiveness to organizational career management was higher than men's.

Peck, T. "When Women Evaluate Women, Nothing Succeeds Like Success: The Differential Effects of Status Upon Evaluations of Male and Female Professional Ability." ***Sex Roles*****, vol. 4, no. 2, 1978.**

Male and female subjects evaluated articles supposedly written by either a male or a female author of high or low professional status. Although evaluations by the male subjects appeared to be only slightly affected by the status variable, female subjects exhibited a complex reaction to the status variable and gave their most favourable evaluations to the high status woman and their least favourable evaluations to the low status woman. An evaluation-attribution hypothesis is presented to explain this response pattern. The significance of this response pattern for women who are attempting professional success and for the perception of female professional role models is discussed.

Peder, M., and Fritchie, R. "Training Men to Work With Women." ***Women in Management Review*****, vol. 1, no. 2, 1985: pp. 75-84.**

The authors maintain that current approaches to improving the number and quality of women managers concentrate in defining and analyzing the barriers to women's mobility and designing positive action programs. However, they miss a crucial point and fail to deal with the "heart of the problem", i.e., people's feelings, values and attitudes. Until this is addressed, the authors maintain that real or lasting change is unlikely.

Peitchinis, S. ***Women at Work: Discrimination and Response*****. Toronto: McClelland and Stewart Inc., 1989.**

Women have made important gains in the workplace over the past decade according to the author and "occupational discrimination" has largely disappeared but "employment discrimination" (being hired for suitable work and offered reasonable opportunities for advancement) is still a serious problem. Today's barriers are subtle but "highly effective." Discrimination occurs in the "selection, interviewing (and) hiring process, in the assignment of work responsibilities, in promotions and in pay." This book examines many issues related to women and paid employment. Of particular relevance here are sections dealing with the myths about women that provide the basis and the explanations for discriminatory practices and the occupational distribution of women and why it differs from that of men. The author anticipates that the progress of women into high-level jobs will be slow. The challenge will be to find ways to reduce the subjectivity and arbitrariness of promotions and work assignments with "rules, regulations and procedures" in order that women in both the private and public sectors can attain levels beyond middle management.

Piche, L. "Employment Equity: Managing in a Rights-seeking Environment." *Canadian Public Administration*, vol. 29., no. 4, 1986: pp. 624-630.

The author is concerned with change in an organizational environment and more specifically with the management of change at Canadian National, a Crown corporation with an overwhelmingly male, unionized and blue-collar work force. In order to implement an employment equity program, an analysis of the external environment (such as the state of the economy and industry-specific concerns such as downsizing) was done and internal factors such as the lines of accountability, financial and other resources and the personalities involved were also reviewed. Communications, both within and outside the corporation, was seen to be a very important component of the implementation strategy. As well, employment equity co-ordinators were an integral part of the process. Both short-term and long-term targets were established and some *ad hoc* measures were also used to employ and promote women. The author is of the opinion that there are "signs of a turnaround in credibility" but that progress is "fragile and uneven."

Powell, G.N. *Women and Men in Management*, Newbury Park, California: Sage Publications, 1988.

The author covers a very wide range of topics addressing preorganization and organizational entry issues (childhood socialization, individual career choices, recruitment) as well as individual and organizational issues that arise in the workplace. Gender stereotyping, a major barrier for both men and women, is discussed at length (see particularly Chapters 4 and 5) and the author explores in some depth the research evidence regarding sex differences in managerial behaviour, commitment, motivation and stress. The author also looks at factors that promote or prevent gender stereotyping of peers and notes particularly the impact of the sex ratios or work groups. The evidence, according to the author does not support the traditional belief that men make better managers and concludes that androgynous managers are more effective. Sex differences in career paths are also examined. Each chapter concludes with implications for management including recommended action for change for both organizations and individuals. Also included are recommendations regarding how organizations can best promote equal opportunity within their organizations.

Prévost, N. et al. ***Les femmes sur le chemin du pouvoir*****, Québec, Conseil du statut de la femme, 1984.**

Une recherche statistique qui se veut pûrement descriptive et qui fait état de la situation des femmes au Québec dans les "postes de pouvoir" aux niveaux politique, gouvernemental, économique et éducatif. Les postes électifs et les postes de gestion sont inclus. Le deuxième chapitre porte sur la fonction publique québécoise. L'auteure observe que les femmes sont encore peu nombreuses dans la haute direction de la fonction publique et quoiqu'elles commencent à occuper des emplois supérieurs dans les organismes à vocation sociale et culturelle, elles sont presque totalement absentes des ministères à vocation économique.

Ragins, B.R. "Barriers to Mentoring: The Female Manager's Dilemma." ***Human Relations*****, vol. 42, no. 1, 1989: pp. 1-22.**

Current American research would indicate that female managers are less likely to advance as far or as fast in organizations as their male counterparts. Mentoring relationships or lack thereof for women could be a factor. The author reviews current literature on the interpersonal and organizational barriers female managers encounter in their attempts to develop and maintain "effective" mentoring relationships in organizations. Guidelines for future research are suggested and advice to organizations seeking to address this problem are presented.

Rapport annuel de la Commission canadienne des droits de la personne**, Ottawa, Ministère des Approvisionnements et Services Canada, 1989.**

Dans son rapport annuel (1988), la Commission déclarait que selon elle "La discrimination fondée sur le sexe est la forme de discrimination la plus répandue et la plus tenace dans notre société..." Le rapport fait état des résultats de la *Loi sur l'équité en matière d'emploi* — les femmes et trois autres groupes défavorisés sont toujours sous-représentés. Même au gouvernement fédéral, lui-même soumis à une politique d'équité en matière d'emploi depuis plusieurs années, la Commission souligne qu'il y a un écart "important" entre le nombre de femmes professionnelles dans la fonction publique et le taux de disponibilité à l'échelle nationale. Selon la Commission, il s'agit de modifier des attitudes "profondément ancrées" et d'entamer des "transformations d'ordre systémique". En annexe, on peut retrouver des modifications recommandées par la Commission relatives à l'élargissement de la portée de la *Loi sur les droits de la personne* y inclus les programmes d'équité.

Raynolds, E.H. "Management Women in the Corporate Workplace: Possibilities for the Year 2000." *Human Resource Management*, vol. 26, no. 2, 1987: pp. 265-276.

This article considers what corporations' attitudes toward women will be in the year 2000, and what women's attitudes toward corporations will be at that time. Women's current position in the work force is characterized. Consideration is given to the direction today's workplace is taking as it makes the transition to the start of a new century. Based on current observations and trends, the article explores the needs and desires of the twenty-first century woman. Four major tools available to corporations preparing to enter the next century are discussed, including family issues, a commitment to innovation, training and women's contributions to the management of transition.

Reif, W.E., Newstrom, J.W., and Monczka, R.M. "Exploding Some Myths About Women Managers." *California Management Review*, vol. 17, no. 4, 1975: pp. 72-79.

Reviews research on the question of whether women managers are psychologically and socially different from men managers. Provides the results of a study that examined whether women's views of formal and informal organizational concepts differ from men's.

Reskin, B., and Hartmann, H. *Women's Work, Men's Work — Sex Segregation on the Job*. Washington: National Academy Press, 1986.

This report prepared by the Committee on Women's Employment and Related Issues reviews evidence of sex segregation and its negative consequences for women and for society. It also attempts to explain why women are concentrated in small numbers of less well paying jobs and what can be done to improve women's occupational opportunities.

Two chapters are of particular interest: Chapter 3, "Explaining Sex Segregation in the Workplace" and Chapter 4, "Reducing Sex Segregation in the Workplace." According to the authors, factors that help to account for the sex segregation of work include the cultural beliefs society has about gender and work, barriers to employment, socialization and education, family responsibilities and the occupational opportunity structure. Senior level commitment to equal opportunity is one of many factors identified as being crucial for increasing women's opportunities. Recommendations for further action concentrate on improving the enforcement of equal opportunity laws and expanding efforts in employment and education.

Rosen, B., and Jerdee, T.J. "Sex Stereotyping in the Executive Suite." *Harvard Business Review*, vol. 52, March-April 1974: pp. 45-58.

The review surveyed 1,400 subscribers in management positions to determine the extent of unintended sex bias in decision making. The findings indicated greater organizational concern and support for male employees, and the authors concluded that, in matters of career demands and family obligations, personal conduct and selection, promotion and career-development decisions, managers are biased in favour of males.

Rothwell, S. "Cost-effective Approaches to Women's Career Development." *Women in Management Review*, vol. 1, no. 1, 1985: pp. 30-39.

Positive action for women is clearly needed the author contends, to increase women's mobility in organizations. However, like all policy proposals, such proposed action must be "cost-effective" and like all change, strategies must be carefully planned. The article describes the strategic planning process required in order to achieve both cost effectiveness and realizing women's potential in the organization.

Rowney, J.I.A., Cahoon, A.R. "Individual and Organizational Characteristics of Women in Managerial Leadership Roles." *Women in Management Research Symposium*. Mount Saint Vincent University, Nova Scotia, 1988, pp. 2.14-2.46.

Women are making a substantial impact on the employment market, both in terms of overall numbers as well as by appointment to male-dominated organizational roles. Research on women in leadership positions within organizations has concentrated on two main foci. Firstly, the identification of relevant individual and organizational characteristics and secondly, on the impact of these variables on the women in management role. This paper presents the findings from a series of studies in relation to these broad dimensions.

Ruble, T., Cohen, R., and Ruble, D. "Sex Stereotypes — Occupational Barriers for Women." ***American Behavioral Scientist*****, vol. 27, no. 3, January/February 1984: pp. 339-356.**

The focus of this article is sex-stereotypes and how they create and maintain barriers for women in the workplace. A review of the existing research leads the authors to conclude that sex-stereotypes and occupational sex-typing reinforce one another and present hurdles at different stages of women's careers — at the decision making stage re: occupational choices, at the entry level and at the advancement and promotion stage within organizations. Biases are often subtle and at the evaluative stage may limit opportunities for career advancement. According to the authors, the possibility of bias seems to be most pronounced when performance information is ambiguous.

Russell, T. "Building the Foundations for Employment Equity: The Consumers Gas Experience." ***Business Quarterly*****, vol. 52, no. 3, 1987/88: pp. 63-68.**

Consumers' Gas Employment Equity Program adopted in 1984 opted for a gradual approach to improving equity for women employees particularly in improving the representation of women in non-traditional jobs and in improving female representation in management. This article presents an overview of the process adopted by the company. Initial steps taken to prepare the ground for the equity initiative are identified and the specific initiatives that followed are detailed. The article concludes by highlighting the elements that appear crucial to the strategy's success. Included are sensitizing managers and presenting equity as an issue that must be managed; encouraging local initiative (as opposed to imposing a set of measures determined by head office); shifting the responsibility to line managers as quickly as possible; making managers accountable for the success of the program; giving women the tools to manage their career and recognizing that effecting a "fundamental change in corporate culture" will take time. The author is convinced that moving too quickly can be counter-productive.

Safarti, H., "La promotion de l'égalité de chances et de traitement en faveur des femmes dans la vie active: Quels problèmes? quelles perspectives?", *Travail et Société*, vol. 10, no. 3, septembre 1985, p. 291-305.

Cet article se veut un tour d'horizon de l'évolution général du travail féminin dans différentes régions du monde. L'auteure présente un aperçu des principales inégalités dont les femmes sont victimes notamment, la ségrégation sectorielle, la formation, la rémunération, les choix professionnels, la protection sociale et le chômage. En deuxième lieu, elle faits état des progrès réalisés sur le plan de la législation, de la jurisprudence et des conventions collectives, et des diverses politiques de promotion de l'égalité qui ont été mises en oeuvre depuis 1985. Quoique les résultats sont quand même "pas minces", l'auteure souligne que l'objectif d'égalité qui avait été fixé par les Nations Unies durant la Decennie pour les femmes est loin d'avoir été atteint.

Sales, A. et Bélanger, N., "Les femmes et l'inégalité d'accès aux postes de direction et d'encadrement", *Décideurs et gestionnaires*, Québec, Éditeur officiel du Québec, 1985, p. 285-315.

Ce chapitre décrit la situation des femmes dans les postes de direction dans le secteur privé et le secteur public du Québec et analyse leurs caractéristiques individuelles (âge, langue, revenue, état civil, éducation, etc...) et par la suite, leurs caractéristiques positionnelles. Les auteurs constatent que l'univers des décideurs et gestionnaires reste un monde masculin et que la situation des femmes cadres dans le secteur privé est très différente de celle des femmes cadres du secteur public. Les femmes du secteur public sont dans l'ensemble mieux placées dans la structure hiérarchique de leur organisation.

Sargent, Alice, G. *The Androgynous Manager*. New York: AMACOM, 1981.

A. Sargent looks at differences between the way men and women manage in most organizations. She concludes that neither, alone, provides an adequate model for management in this decade. The issue for women is not to imitate men. Rather, it is for women to adopt the best that men have to offer, and for men to do the same with the contributions that women make.

Schein, V.E. "The Relationship Between Sex Role Stereotypes and Requisite Management Characteristics." ***The Journal of Applied Psychology*, vol. 57, no. 2, April 1973: pp. 95-100.**

Researchers posed the hypothesis that successful middle managers are perceived to possess characteristics, attitudes and temperaments more commonly attributed to men than women. Results of a survey of 300 male middle managers confirms the hypothesis. Discusses implications for selection and promotion, a woman's self-image, and stereotypical perceptions of men and women among older managers.

Schein, V.E. "Relationships Between Sex Role Stereotypes and Requisite Management Characteristics Among Female Managers." ***The Journal of Applied Psychology*, vol. 60, June 1975: pp. 340-344.**

In a replication of a 1973 study of male middle managers, 167 female middle managers were surveyed to determine whether successful middle managers are perceived to possess characteristics, attitudes and temperaments more commonly ascribed to men than women. Results of the survey showed the author's hypothesis to be true, and they suggest that women in the early years of a career in management are especially apt to accept the masculine stereotype as more successful.

Schwartz, F.N. "Management Women and the New Facts of Life." ***Harvard Business Review*, January-February 1989: pp. 65-76.**

Schwartz states that employing women in management jobs is more expensive than employing men. Corporations, however, can reduce that cost greatly by changing their attitudes and being more flexible in order to retain their talented women in a very competitive market. Two separate groups of women should be identified and nurtured — "career primary" women, most of whom will be childless and will put their careers first and should therefore be given the same opportunities talented men are given and "child and family" women who wish to pursue careers while rearing their children. The author maintains that while these women are productive and committed, they are not likely to be upwardly mobile for a period of time. However, they are a valuable asset and should be supported in their need for flexibililty. The advantages and costs of part-time and shared employment are discussed and other family supports (parental leave for men, support for two-career and single-parent families during relocation) are identified. However good quality child care is identified as the most important element and companies are urged to get involved.

Schwartz, F. "The Controversy is Healthy." Reply to Letters to the Editor re: "Management Women and the New Facts of Life," *Harvard Business Review*, May-June 1989.

The author summarizes the main points of her controversial article and summarizes the negative reactions that her proposals have elicited. While arguing that in the long term women's interests could be sacrificed if difficult issues are denied rather than addressed now, the author goes on to underline three trends that she perceives as promising. Some companies are experimenting with flexible work arrangements at the managerial level, other companies are attempting to define company policies on maternity that serve both women and the organization's interests and thirdly, still others are recognizing the need to expand flexible policies to include men.

Many of the letters to the editor took exception to the author's description of two types of corporate women, calling it narrow, restrictive, simplistic and a contribution to barriers rather than to options. Others admonished her for not recognizing the "new facts of life", i.e., that men are now trying to balance work and family commitments. Sex discrimination is the cause of women's problems rather than women's multiple roles some argued and the "mommy track" is really the "mommy trap." Others described "third wave" companies that are based on flexible structures for both men and women and that don't support current corporate life and values at the "desired normalcy." Still others applauded the author's realistic view of the barriers women face and her "commonsense" ideas, arguing that the article can do much for the advancement of women.

Serdjenian, E., *L'égalité des chances ou les enjeux de la mixité*, Paris, Les Éditions d'organisation, 1988.

Dans un premier temps, l'auteure décrit l'évolution du rôle économique des femmes dans les pays européens, en particulier en France. La ségrégation des emplois (les fonctions productives et techniques sont réservées aux hommes, l'éducation, la santé et les services personnels restent féminisés) et la minorisation persistante des femmes sur le marché du travail sont discutées. La subordination familiale et économique des femmes amène l'auteure dans un deuxième temps à

étudier comment les femmes vivent leur situation professionnelle. Dans un chapitre sur les contraintes, elle souligne le rôle de la maternité dans la carrière des femmes. Selon ses données la crainte de voir quitter les femmes lorsqu'elles se marient ou lorsqu'elles ont des enfants est la raison majeure citée par les employeurs pour expliquer pourquoi on n'embauche pas davantage de femmes. Par la suite, l'équilibre entre vie familale et vie professionnelle et le manque de disponibilité qu'on attribue aux femmes avec des enfants deviennent des contraintes à leur carrière. Elle étudie aussi la perception et l'image professionelles de la femme qu'ont les hommes et comment ceci est relié à ce qui bloque l'accès des femmes à certains postes et responsabilités. Dans une troisième partie elle compare les mesures d'égalité adoptées par certains pays européens, le Canada et les Etats-Unis et elle consacre un chapitre sur les étapes à suivre afin qu'une entreprise puisse appliquer des lois égalitaires. Une double action est proposée — une au niveau des programmes de personnel et une au niveau du personnel même.

Serdjenian, E., *Les femmes et l'égalité professionnelle*, Paris, INSEP Editions.

L'égalité professionnelle ne fait pas encore partie intégrante de la culture française selon l'auteure, bien qu'elle est inscrite dans la loi. Ce livre se veut un guide pratique pour les employeurs qui veulent pratiquer l'égalité des chances. En premier lieu, un diagnostic de la situation des femmes est nécessaire et l'auteure identifie les différentes phases d'une telle étude. Dans une deuxième partie, les discriminations directes et indirectes sont identifiées et les moyens d'action possibles sont décrits. Une troisième partie décrit la mise en place d'un programme d'égalité, y inclus une discussion sur la résistance et les stratégies possibles.

Shapiro, E.C., Haseltine, F.P., and Rowe, M.P. "Moving Up: Role Models, Mentors and the Patron System." *Sloan Management Review*, vol. 19, 1978: pp. 51-58.

Increasing effort, time, and money are being invested in projects for women. Many are intended to recruit and promote women in traditionally male professions, such as management, science, medicine, dentistry, engineering, and architecture. Much emphasis has been placed on "role models" and "mentors" as prerequisites for women's success. The authors examine these concepts and suggest (1) that role models are of limited effectiveness in assisting women to gain positions of

leadership, authority, or power and (2) that mentors are at one end of a continuum of advisory/support relationships that facilitate access to such positions for the proteges involved. The authors conclude that careful consideration of this continuum will lead to better focused and more effective efforts directed at bringing women into positions of leadership and authority.

Simard, C., *L'administration contre les femmes: la reproduction des différences sexuelles dans la fonction publique canadienne*, Montréal, Boréal Express, 1983.

L'auteure fait l'historique des lois et des mesures restrictives dans la fonction publique fédérale qui ont désavantagé les femmes jusqu'à la fin des années soixante. Par la suite, elle décrit les années soixante-dix en faisant une étude détaillée du système du mérite et des structures et pratiques d'embauche, de promotion et de formation. Selon elle, le système ne sert qu'à consolider la position des personnes qui sont au départ favorisées, c'est-à-dire, les hommes. Un historique des attitudes et des pratiques discriminatoires des syndicats au sein de la fonction publique est aussi inclus. Elle termine par une revue des mesures égalitaristes aux Etats-Unis et au Canada et elle constate que la segrégation sexuelle par groupes occupationnels et par ministères existent toujours. Exception faite des progrès réalisés au sein des emplois de haute direction, ces mesures égalitaristes ont peu d'effets étant donné la rigidité de la séparation entre les emplois masculins et féminins.

Skinner, J. "Who's Changing Whom? Women, Management and Work Organization." in Coyle, A., and Skinner, J., *Women and Work — Positive Action for Change*. Great Britain: Macmillan Education Ltd., 1988: pp. 152-169.

Positive action and change must go beyond the individual women, the author contends, and include change in "organization culture, work processes and roles at work. "A summary of the different rationales for positive action is provided and the differences in focus on individual change versus organizational change are described. A discussion on the relationship of positive action to general trends in the management of work follows. Working patterns are changing it is argued and one outcome could be positive advancement for women. In the "here and now" however, women need positive women-only training opportunities, career guidance, survival knowledge and skills regarding the man-made corporate structure.

Slack, J.D. "Affirmative Action and City Managers: Attitudes Towards the Recruitment of Women." ***Public Administration Review,*** **March/April 1987: pp. 199-206.**

This article summarizes the results of a study on attitudes of 290 American municipal government officials to the use of affirmative action programs in the recruitment of women in the public sector over 55% of the city managers (93% of which were white males) supported the principle of affirmative action but the level of support was substantially less for some specific mechanisms designed to implement the principle (for example, special recruitment efforts, involvement of external groups in the hiring process, the use of targets and timetables).

Smeltzer, L.R., and Werbel, J.D. "Gender Differences in Managerial Communication: Fact of Folk-Linguistics?" ***Journal of Business Communication,*** **vol. 23, no. 2, 1986: pp. 41-50.**

There is a stereotype of women that holds that they demonstrate ineffective communication characteristics such as verbosity, constrained vocabulary and indirect requests.

A study of male and female MBA's was carried out to determine the validity of above stereotype. The study found no differences to exist in written communication between the male and female participants.

Spencer, A., and Podmore, D. ***In a Man's World — Essays on Women in Male-dominated Professions.*** **London: Tavistock Publications, 1987.**

As the title suggests, this book explores the experience of women in male-dominated professions. A constant theme is the notion of "discriminatory environments" for women where their careers are "shaped in detrimental ways as a result of their gender" and the notion of the "marginalization" of women. Of particular interest are two articles that deal with women in the British civil service (Walters, P., *Servants of the Crown* pp. 12-32; Homans H., *Man-made Myths; The Reality of Being a Woman Scientist in the NHS,* pp. 87-112). Walters argues that the organization and the culture of the British higher civil service is such that there is an expectation of total lifelong commitment to a career in which there is little room for differences and no room for "group" interests. Men and women are assessed differently for promotions and assignments Walter argues despite the systematization of evaluations. Men are assumed to be competent unless they prove otherwise while women need to establish their competence. Homans looks at managerial attitudes that affect opportunities for female scientists and identifies myths about women that the data do not substantiate, i.e., the myth of pregnancy and myths about natural aptitudes. Change is only possible, the author concludes, if women become more aware, if male attitudes to women change and if the organization of work itself is changed.

Spruell, G. "Making It, Big Time — Is it Really Tougher for Women?" *Training and Development Journal*, August 1985: pp. 30-33.

Two different points of view are discussed with regard to equal opportunity for women. Opponents of special efforts claim that if there are problems they are with individual women, i.e., their aspirations aren't high enough, they don't choose the "right" jobs (staff versus line jobs), they haven't been in the work force long enough to get to top management and reconciling family and career is just a question of organization. Those who support more formal assistance for women point to the subtle and intangible barriers facing women, i.e., conflicting views on appropriate behaviour, women's lack of visibility in organizations and the difficulty of reconciling family and career.

Stamp, G. "Some Observations on Career Paths of Women." *The Journal of Applied Behavioral Science*, vol. 22, no. 4, 1986: pp. 385-396.

This article seeks to contribute to a structural theory considering the connections among individual and organizational influences on career paths. Using stratified systems theory, the author develops a model of structural and individual development that integrates individuals' capabilities and organizations' requirements and defines work in terms of time frames for completing goals. A sample of 168 women managers and military officers from the United Kingdom and United States took part in semistructured interviews, and the resulting data are used to describe different types of career paths and consider the consequences of different types of potential. The author concludes that institutional barriers have different natures and impacts on the full realization of women's competence at different strata of organizations.

Statkus, R. *Intraorganizational Career Mobility: A Multifaceted Phenomenon*. Research paper, Concordia University, March 1985.

This study shows intraorganizational career mobility as a combination of individual factors and organizational factors. The rate of mobility is linked to individual factors, whereas the direction of mobility is more closely associated with the level of task interdependence and the managerial and autonomy career variables.

Stead, B.A. *Women in Management*. New Jersey: Prentice-Hall, 1985.

This book combines both research findings on women in management and practical advice on how to succeed. Of particular interest are the following articles:

- "Strategies for Helping Women Managers — or Anyone," by M.A. Lyles, (p. 16). This article reviews the barriers that stand in the way of women (socialization, sex-role stereotyping, lack of political awareness, tokenism) and outlines helping strategies including organizational strategies.
- "Sex Effects on Evaluation," by Nieva and Gutek (p. 111). This article focuses on the problem of sex bias in evaluation.
- "Implicit Stereotyping in Personnel Decisions," by K.A. Kovack (p. 149). Highlighted are the "unintentional subconscious sex stereotyping" that takes place every day.
- "Unforseen Business Barriers for Women," by G. Collins. Summarized are the results of a study on male and female managers that uncovers two subtle forms of sex discrimination related to promotional patterns and supervisory feedback. The "critical mass" theory, that is, as more women enter organizations "sexism and job discrimination will decline markedly as women occupy 15% of management positions and that at the 35% level an equal-opportunity balance will be achieved" is also questioned.

Also, Chapter V includes a number of articles in networking.

Stewart, L.P., and Gundykunst, W.B. "Differential Factors Influencing the Hierarchical Level and Number of Promotions of Males and Females within an Organization." *Academy of Management Journal*, vol. 25, no. 3, 1982.

A study of perceptions of the promotion process for males and females within a large organization revealed that, after control of certain other factors, males had higher job grades than did females, although females had a greater number of promotions. This and other findings emphasize the need for a separate theory of career development for men and women.

Sutton, C.D., and Moore, K.K. "Executive Women — Twenty years later." ***Harvard Business Review,*** **Sept.-Oct. 1985: p. 42.**

A survey of 1,900 men and women, based on a duplicate survey done by HBR in 1965, shows that while male executives' attitudes have changed greatly over a twenty-year period, women still see resistance to their progress in the corporate world.

Swimmer G., Gollesch, D. "Affirmative Action for Women in the Federal Public Service." In ***How Ottawa Spends, 1986-87: Tracking the Tories,*** **ed. Prince, M. Toronto: Methuan, 1986: pp. 208-249.**

After presenting an overview of the representation of women in various occupational categories in 21 federal government departments and agencies, the authors examine specific areas such as the competition process, acting appointments, reclassifications, training and performance appraisals. They conclude that the "...federal government is currently a model employer..." and that the system is "...now generally equitable." However, they contend that for women as a group, the future is bleak given the Government's priority for fiscal restraint.

Symons, G. ***Corporate Culture, Managerial Women and Organizational Change.*** **Paris: École Nationale d'Administration Publique, 1986.**

This paper examines the "effects of the presence of managerial women in the corporate culture in organizations" — what does this presence change and to what extent do women conform to the corporate culture. The data were derived from a longitudinal study of 100 women managers in France, Quebec and English Canada. Women are described as a "force for change" both as an example for others and as a sponsor for other women. Barriers to advancement such as rigid initiation rites, blocked mobility, slower progression through the ranks and negative attitudes towards women are also noted. However, there are real constraints for change and the author anticipates that white women will modify the corporate culture, it will "neither (be) radical nor swift."

Symons, G.L., "La carrière! un vécu au féminin", ***Gestion,*** **vol. 7, no. 3, septembre 1982, p. 16-21.**

À partir de témoignages de 100 femmes gestionnaires au Canada et en France, l'auteure examine la perception qu'elles ont de leur situation et des défis et les contraintes de leur carrière en tant que femmes. Cette étude interculturelle met en relief des expériences communes liées à la situation de minoritaire des femmes. Cheminement de carrière, le parrainage, le statut de minoritaire, et la conciliation famille-carrière en sont les principaux thèmes.

Tarrab, G. et Simard, C., *Une gestion au féminin — nouvelles réalités*, Ottawa, Éditions G. Vermette Inc., 1986.

Ce livre est un résumé d'interviews avec 24 femmes gestionnaires du Québec. La carrière au féminin, les obstacles que les femmes rencontrent, le rapport des femmes au pouvoir, le style de gestion — telles sont les grandes questions examinées ici. L'introduction met en contexte la femme gestionnaire d'aujourd'hui, les obstacles qu'elle rencontre et l'importance de développer des réseaux de solidarité.

Taylor, A.L. "Why Women Managers are Bailing Out." *Fortune*, August 18, 1986: pp. 16-23.

An attempt to discover why many women MBAs from the class of '76 are leaving their corporate jobs ten years later to start their own businesses, work part-time or stay home. The author concludes that to keep women large organizations have to be more flexible, more hospitable and more equitable.

Taylor, P. "Women in Organizations: Structural Factors in Women's Work Patterns." In *Women Working: Theories and Facts in Perspective*, ed. Stronberg, A., and Harkess, S., California: Mayfield Publishing Co., 1988: pp. 167-182.

This article discusses both the formal and informal structure of organizations, how men and women are differentially affected by it and the consequences this has on the working lives of women. The basic premise of this article is that "the social structure of both the formal and informal organization is biased in favour of men's work and life experiences." Consequently, it is argued, the rules that are meant to facilitate work may actually exclude women, men are "disproportionately the supervisors and women the supervised" and men and women occupy different job ladders. As well, the informal organization that plays a crucial role in the recruiting and training of new entrants and in the selection of candidates for higher-level positions, excludes women. Organizational remedies are required to rectify this situation and the author recommends that strategies be aimed at both the formal and informal structures. Recommended strategies include job enrichment, "bridging" jobs, instituting equal pay for work of equal value and the development of women's networks.

Taylor, M.S., and Ilgen, D.R. "Sex Discrimination Against Women in Initial Placement Decisions: A Laboratory Investigation." ***Academy of Management Journal*****, vol. 24, no. 4, 1981: pp. 859-865.**

An in-basket study revealed that both men and women held the view that female employees to a greater extent than new male managers are more suitable for routine, low-challenging positions than for stimulating, high-challenging ones. This is reduced after the person works with a competent, high-performing female holding a traditional male job.

Turcot, G., "Femmes et emplois: quatre enquêtes, un constat", ***Relations*****, mai 1988, p. 116-119.**

Dans le contexte des prochaines négotiations collectives dans le secteur public au Québec, l'auteure fait ressortir les traits majeurs de quatre études sur la discrimination y inclus la discrimination salariale. Selon l'auteure, les conditions d'un véritable accès à l'égalité pour les femmes incluent l'élimination de la discrimination historique où la promotion est conjugé au salaire et à l'expérience, la mise en application du principe "à travail équivalent, un salaire égale", et la restructuration salariale du secteur public.

Vertz, L.L. "Women, Occupational Advancement and Mentoring: An Analysis of One Public Organization." ***Public Administration Review*****, May/June 1985: pp. 415-423.**

This article is a case study of the obstacles to the career advancement of women throughout (as opposed to only women in management positions) the Internal Revenue Service (Milwaukee Districts Office). In addition to identifying career obstacles, some obstacles are discussed in the context of mentoring. If mentoring is adopted by an organization, it must be carried out in systematic fashion the author contends and five steps to assist in such an approach are recommended.

Wand, B. "Sex Differences in Educational Aspirations and Academic Performance in High Students." *Atlantis*, vol. 3, no. 1, 1977.

This study raises the question of which factors affect a girl's educational aspirations and academic planning and performance. Findings show that some of the attitudes held by the girls are even more traditional than those held by the boys.

Warner, R.L., and Steel, B.S. "Affirmative Action in Times of Fiscal Stress and Changing Value Priorities: The Case of Women in Policing." *Public Personnel Management*, vol. 18, no. 3, 1989: pp. 291-309.

Given that public sector affirmative action programs must contend with both political and economic trends, and given the advent of fiscal constraints facing many cities, the authors ask if it is "reasonable" to expect progress in the employment of women in non-traditional roles within municipal governments. Based on data gathered from 280 municipal police departments in major American cities over the period 1978 to 1987, the authors contended that the "above average utilization rates" for women are associated more with political variables than economic ones, i.e., budget conditions didn't significantly affect their utilization of women as police officers as much as political factors. The results suggest that having "women involved in the political structure benefits women in municipal employment."

Wente, M. "The Woman Who Never Was." *Canadian Business*, June 1985: p. 253.

The author asks why there are no women CEOs in Canada's Top 500 companies and summarizes the three most common explanations given to explain away this situation — women haven't been in the pipeline long enough to produce candidates for these jobs, women have to give men more time for their "comfort level" to adjust and women don't have the aggressiveness and commitment required for these jobs.

Williams, M.J. "Women Beat the Corporate Game." *Fortune*, September 12, 1988: pp. 128-138.

Successful female managers have not "feminized" the corporation by making it more aware of family concerns. In fact, according to the author, they have had to take on the values and life patterns of careerist men and to learn to play by the rules of the corporation. However, in spite of impressive gains in the middle management stream, women (and other minorities) are dropping out of large corporations at twice the rate of white males. Some employers are now coming to the conclusion that part of the problem may be the corporation itself and they have designed programs to retain and promote women. "Upward mobility" programs are designed to better equip women and give them more confidence by sharpening their managerial and quantitative skills and to encourage male managers to accept women by helping to change their attitudes or at least their behaviour. Other corporations have established upward mobility goals or quotas and some tie their managers bonuses to their progress in reaching these goals.

Willis, H., and Dodgson, J. "Mentoring of Canadian Women in Educational Administration." ***The Canadian Administrator*****, vol. 25, no. 7, April 1986: pp. 1-6.**

The purpose of this research was to examine the influence of mentors on the career of Canadian women in a public-sector environment, i.e., in educational administration. Twenty-four female administrators from seven school systems across Canada were surveyed and 113 others responded to a questionnaire. Results indicate that although mentors had contributed substantially to the career success of the women interviewed, most of them were unaware at the time of the mentoring experience that they in fact had a mentor. Those interviewed also expressed a great deal of ambivalence about institutionalizing the mentoring process. The authors conclude that many who have experienced mentoring believe that their mentors had an important influence on their careers. However, they note that a lack of mentoring did not prevent 41% of the respondents from entering the administrative ranks.

Wilson, S.J. ***Women, the Family and the Economy*****. Toronto: McGraw Hill Ryerson Ltd., 1982.**

Central themes of this book are women's family roles, women's work and the relationship between women's domestic responsibilities and their secondary position in other social institutions. This relationship helps to explain the economic and social dependence that so many women experience. The women's movement has done a great deal to alter current perceptions, yet, this has not been accomplished without resistance.

Winn, C. "Affirmative Action for Women: More than a Case of Simple Justice." ***Canadian Public Administration*****, vol. 28, no. 1, 1985: pp. 24-46.**

This article examines the affirmative action program for women in the Canadian federal civil service, examines the program's effects and considers alternative means of achieving the program's objectives. The author believes that the income gap between men and women should be equalized. However, affirmative action in the federal program is based on a "false picture" of the causes of the gender income gap. It is argued that the gender gap is not caused primarily by discrimination but by educational segregation and unequal family responsibilities. Affirmative action programs in the federal government are unjust to low-income women, low-status men and mothers who work at home. Proposed alternatives to such programs include reforms to income taxation, public pensions, education and job structures.